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GENERAL PLAN for the FRESNO - CLOVIS METROPOLITAN AREA

Updated - March 1976

City of Fresno

Department of
Planning and
Inspection



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CITY OF FRESNO, CALIFORNIA

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FRESNO - CLOVIS METROPOLITAN AREA GENERAL PLAN 1974

city planning Fresno area
" " Regional " "

Adopted by City Council on June 6, 1974

Ted C. Wills

Ted C. Wills, Mayor

Ralph W. Hanley
**Ralph W. Hanley,
Chief Administrative Officer**

George A. Kerber
**George A. Kerber
Director of Planning &
Inspection**

RESOLUTION NO. 74-177

RESOLUTION AMENDING THE GENERAL PLAN
FOR THE FRESNO-CLOVIS METROPOLITAN AREA

WHEREAS, a General Plan for the Fresno-Clovis Metropolitan Area was adopted by the Council on July 17, 1958; and

WHEREAS, the last major revision of the General Plan, Fresno-Clovis Metropolitan Area, was completed in 1964 and was adopted by the Council on August 20, 1964; and

WHEREAS, conditions have substantially changed since the adoption of the General Plan, Fresno-Clovis Metropolitan Area, which necessitate major review and revision of that plan; and

WHEREAS, the City of Fresno has completed a number of studies pertinent to the revision of the General Plan and summarized such studies within the Preliminary General Plan Alternatives Report, dated November 16, 1973, and heretofore filed with the Department of Planning and Inspection, which included an Urban Growth and Development Element, Economic Element, Environmental Resources Management Element, Land Use Element, and Transportation Element; and

WHEREAS, the Planning Commissions of the cities of Fresno and Clovis and Fresno County considered the contents of the General Plan Alternatives Report and Citizens Committee Recommendations, published in January 1974 and heretofore filed with the Department of Planning and Inspection; the Draft Environmental Impact Report for the Fresno-Clovis Metropolitan Area General Plan, published in March 1974 and heretofore filed with the Department of Planning and Inspection; and testimony from staff and interested citizens during public hearings, duly noticed as required by law, on the matter of adoption of an alternative plan concept and the goals and policies related to the said elements of the General Plan; and

WHEREAS, the Fresno City Planning Commission on April 9, 1974, after lawful notice and hearing, did by resolution duly adopted, and recommend to this Council that it adopt the Balanced Growth - Multiple Centers plan concept as amended to include the designation of Freeways 41, 180, and 168 in their entirety as an amendment to the General Plan, Fresno-Clovis Metropolitan Area; and

WHEREAS, the Planning Commission of the City of Clovis has concurred with the recommendations of the Fresno City Planning Commission, and the Fresno County Planning Commission has resolved to support implementation of the General Plan alternative selected by the cities; and

WHEREAS, thereafter and heretofore this Council duly and regularly fixed this 6th day of June 1974, at the hour of 7:00 p.m., as the time for a public hearing on the Proposed Amendment to the General Plan for the Fresno-Clovis Metropolitan Area, and it appearing that the City Clerk hereof has duly and regularly given notice thereof in the manner required by law, and the Council having heard evidence and having fully considered the same;

NOW, THEREOFRE, BE IT RESOLVED that the proposed amendment to the General Plan for the Fresno-Clovis Metropolitan Area, including the map and the goals and policies for the Urban Growth and Development Element, Economic Element, Environmental Resources Management Element, Land Use Element, and Transportation Element as included within the General Plan Report, as approved and recommended and certified to this Council by the Fresno City Planning Commission by resolution of said Commission adopted on the 9th day of April 1974, and contained in the report entitled: General Plan Report for the Fresno-Clovis Metropolitan Area, dated May 1, 1974, heretofore filed with the City Clerk, the same is hereby approved and adopted as the General Plan for the Fresno-Clovis Metropolitan Area, as amended; and

BE IT FURTHER RESOLVED that the plans heretofore adopted by this Council as either a refinement to, or an element of, the General Plan for the Fresno-Clovis Metropolitan Area shall remain in full force and effect as integral parts of the General Plan, and shall be interpreted in a manner consistent with the General Plan, as amended hereby;

BE IT FURTHER RESOLVED that the Mayor and Clerk hereof be and they hereby are, authorized and directed to make the appropriate certification upon the original and file the same as a permanent record in the office of the City Clerk.

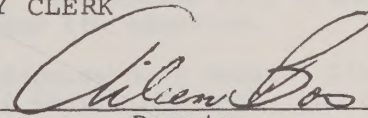
CLERK'S CERTIFICATE

STATE OF CALIFORNIA)
COUNTY OF FRESNO) ss.
CITY OF FRESNO)

I, JACQUELINE L. RYLE, City Clerk of the City of Fresno, certify that the foregoing resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 6th day of June, 1974.

JACQUELINE L. RYLE
CITY CLERK

BY


Deputy

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PREFACE

The 1964 Fresno-Clovis Metropolitan Area General Plan is no longer a meaningful guide to development activity within the metropolitan area. The following factors indicate the need for major re-evaluation and revision:

- Actual and anticipated population and economic growth are now substantially lower than originally projected.
- Numerous development proposals have been approved and constructed which are not in conformance with the adopted General Plan.
- New legislation has broadened the scope of local General Plans by requiring additional mandatory elements; policies supportive of these new requirements are not included in the adopted General Plan.

The City of Fresno, Planning Division, has pursued an intensive two-year program to update the General Plan in light of these changing conditions. Population, economic, land use, transportation, and environmental studies have been conducted as components of the General Plan program. This report is the culmination and summary of these studies and contains the recommendations of citizens and the Fresno City Planning Commission.

During the process of General Plan development, the Planning Division formulated recommended policies and four alternative General Plan concepts which were published as the Preliminary General Plan Alternatives Report. That report was reviewed and evaluated by the General Plan Citizens Committee during their regular meetings from August 15, 1973, to December 12, 1973. The twenty-eight members of the Committee were appointed by the Fresno City Council, the Clovis City Council, and the Fresno County Board of Supervisors.

The recommendations of the General Plan Citizens Committee, including a fifth alternative plan concept entitled "The

Lineal City Alternative," were recorded in the General Plan Alternatives Report and Citizen Committee Recommendations. That report, an Environmental Impact Report draft, and related materials were then reviewed by the Planning Commissions of Fresno, Clovis, and Fresno County, which met in public hearing for eight continued meetings from January 31, 1974, to April 9, 1974.

This report represents the goals and policies as amended by the joint Planning Commissions and the alternative plan concept which was amended and selected for endorsement at the April 9, 1974, meeting--the Balanced Growth - Multiple Centers Alternative. All three Planning Commissions endorsed the policies as included herein, with one exception. The urban growth and development policies cited on page 16 were not endorsed by the Clovis or Fresno County Planning Commissions. Both the Fresno and Clovis Planning Commissions endorsed the Balanced Growth - Multiple Centers alternative, which was modified to include the entire freeway system. Although the Fresno County Planning Commission did not endorse the plan concept as modified, it unanimously resolved to support implementation of the General Plan selected by the cities of Fresno and Clovis.

The General Plan Report is submitted to the Council of the City of Fresno and other local decision making bodies for appropriate action. The Fresno City Planning Commission has urged its adoption.

Upon adoption of a General Plan report, the task of staff, citizens, and decision makers will not be completed. Detailed strategies to implement the goals and policies must be developed and acted upon; additional elements must be incorporated into the General Plan. Only if the community is willing to "follow through" on the goals and policies within the General Plan will it become a meaningful guide to the process of growth and change within the metropolitan area.

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multi-functional urban complex. By 1950, the population of the city of Fresno was approximately 92,000; by 1960 it was near 134,000. Within the metropolitan area, the 1950 and 1960 populations were approximately 130,000 and 210,000, respectively.

Post-war suburban development exploded north and east toward the new campus of Fresno State College at Shaw and Cedar. Business followed the affluent market to the suburbs; in the mid-1950's "Manchester Center," Fresno's first planned regional shopping center, was located at Blackstone and Shields.

Community and neighborhood shopping centers continued to be established throughout the suburban areas to provide convenience services to shoppers. The commercial strips grew ever longer and more intense.

By 1970 the population of the city of Fresno was approximately 166,000 people. The metropolitan population was approximately 290,000 people and the urbanized area was approximately 89 square miles. A new regional shopping center ("Fashion Fair") was located at Shaw Avenue and First Street which reinforced the low-density, suburban pattern. The new St. Agnes Hospital to be built at Herndon and Millbrook Avenues and the Internal Revenue Service data processing center for the western United States (located on Butler near Willow) may serve to generate the direction of future growth.

The process of change has resulted in a diverse, viable urban complex, but with this change also came problems. The shift from an agricultural economy (due to mechanization of agricultural production and processing and the growing importance of other economic sectors) has stimulated massive in-migration of low-skilled, low-income, and minority groups to the urbanized area. These families have filled the vacuum left by the migration of more affluent families to the suburbs. Obvious signs of deterioration have appeared in the older, established residential areas south of McKinley Avenue.

Programs of urban renewal and rehabilitation have been implemented in portions of the Central Area and southwest Fresno, but the process of blight is occurring much faster than government and industry can respond. The process of suburbanization has permitted Fresno's residents to abandon the established urban areas; the resulting racial, economic, and social segregation and creeping blight are costs of continued suburbanization:

The process of suburbanization also influences the cost of government--the ability of agencies to economically provide services to

all urban residents. The costs of providing necessary urban services are directly related to urban density. Relatively low-density, suburban patterns require substantial capital outlays for streets, sewers, fire stations, parks, and other public facilities, as well as substantial investment for their maintenance and operation; higher density urban patterns require generally lower initial capital costs for such facilities and encourage scale economies resulting in reduced operational costs. The suburban life style, therefore, requires relatively higher taxes to support urban services than higher density areas.

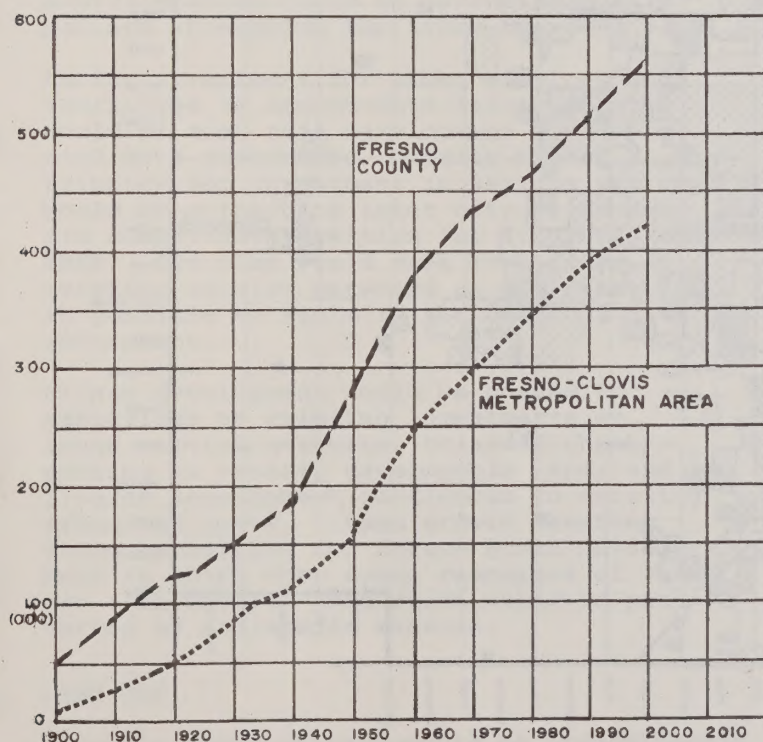
The historic pattern of economic and physical development within the Fresno-Clovis Metropolitan Area has yielded a multi-functional urban complex in which housing and services are widely dispersed. Although the historic "downtown" retains many of its traditional central place functions, the decentralization of commercial, office, and service activities to accommodate suburban markets is eroding its vitality. The process of suburbanization has resulted in economic, racial, ethnic, and social segregation throughout the metropolitan area, coupled with physical blight in older portions of the city. Suburbanization has resulted in high government costs and the inequitable distribution of public wealth throughout the metropolitan area. These are the results of the past. What does the future hold in store?

ASSUMPTIONS ABOUT THE FUTURE

- The population of the Fresno-Clovis Metropolitan Area will be approximately 400,000 in twenty years.
- The racial and ethnic composition of Fresno County will continue to change. By 1993, the "white" population will decline to approximately 57 percent of the county total; the "Mexican-American" population will increase to approximately 33 percent of the county total; the "black" population will remain relatively stable at approximately 5 percent of the county total; and the "other non-white" population will remain stable at approximately 5 percent of the county total. The relative percentage of "Mexican-American" population within the Fresno-Clovis Metropolitan Area is anticipated to be moderately lower than the county total, whereas the "black" population is anticipated to be higher.
- By 1995 employment within the Fresno-Clovis Metropolitan Area is expected to be approximately 160,000 jobs, 66 percent of the county total.

- Government and services employment will experience substantial increases; manufacturing and retail employment will moderately increase. Collectively, these four sectors will account for approximately 80 percent of total employment within the metropolitan area by 1995.
- Multiple-family dwelling units will account for over 50 percent of annual housing starts during the next twenty years and will exceed one-third of the total housing stock within the metropolitan area by 1995.
- There will be continuing pressures for urban development within fringe areas, particularly to the north and northwest.
- Private automobiles will continue as the dominant mode of transportation, although substantial improvements in public transit will occur.
- Public concern about environmental quality will increase but solutions to environmental problems which threaten existing life styles will be resisted. The emphasis in solving environmental problems will be upon improving technology as a national priority.
- There will be increased emphasis on making local government more efficient through unification or consolidation of urban service functions.

POPULATION GROWTH IN FRESNO COUNTY
WITH PROJECTIONS TO 2000



FRESNO-CLOVIS METROPOLITAN AREA
EMPLOYMENT PROJECTIONS

SECTOR	1971	1975	1985	1995
Agriculture	3,500	3,500	3,000	2,700
Mining	100	100	100	90
Government	20,930	26,751	32,693	38,039
Manufacturing	12,333	13,757	17,059	19,809
Construction	4,992	5,104	5,755	6,139
T.C.U.	6,424	6,665	7,419	7,789
Wholesale	6,289	6,487	7,537	8,155
Retail	19,515	22,862	27,007	31,016
Fire	5,376	5,901	7,896	9,234
Service	21,528	24,850	30,492	36,135
FCMA TOTAL	100,987	115,977	138,952	159,106
COUNTY TOTAL	176,900	196,200	220,100	239,900
% FCMA OF COUNTY	57.10	59.11	63.58	66.32

3. The priority for allocating local capital improvement funds would be within the inner-city to eliminate existing deficiencies.
4. A coordinated series of projects of public and private origins would attempt to draw development interest into the Central Area (e.g., possible medical school, sports stadium, lake development).
5. Locational criteria for commercial development would be adopted to regulate the location, service area, and development standards of various shopping centers.
6. The concept of Unit Planned Development would be encouraged as a means of providing a greater variety of densities, and intermixture of housing types, styles and costs. More definitive criteria toward achieving such objectives would be developed and incorporated into development standards.
7. Planned district development procedures would encourage a variety in design and a mixture of housing types and costs.
8. The intra-city freeway system would be completed as soon as possible.
9. The existing Fresno-Clovis Metropolitan street and highway plan would continue to be implemented with logical modifications and terminations to occur within the outer edge of the area planned for urbanization.
10. Local streets of a grid pattern would be modified to restructure the circulation pattern in older neighborhoods.
11. The existing Metropolitan Transit System would be expanded in coverage and frequency of service. Experimentation with Dial-A-Bus systems would be instituted.

GENERAL PLAN

FRESNO - CLOVIS METROPOLITAN AREA

LEGEND

RESIDENTIAL DWELLING UNITS PER GROSS ACRE

	RURAL DENSITY
	LOW DENSITY
	MEDIUM LOW DENSITY
	MEDIUM DENSITY
	MEDIUM HIGH DENSITY
	HIGH DENSITY

OPEN SPACE

	AGRICULTURAL
	RECREATIONAL
	GOLF COURSE
	SOIL LIMITATIONS
	FLOODING LIMITATIONS

	REFERENCE "REGIONAL LAND USE PLAN"
	MULTI-USE OPEN SPACE

COMMERCIAL

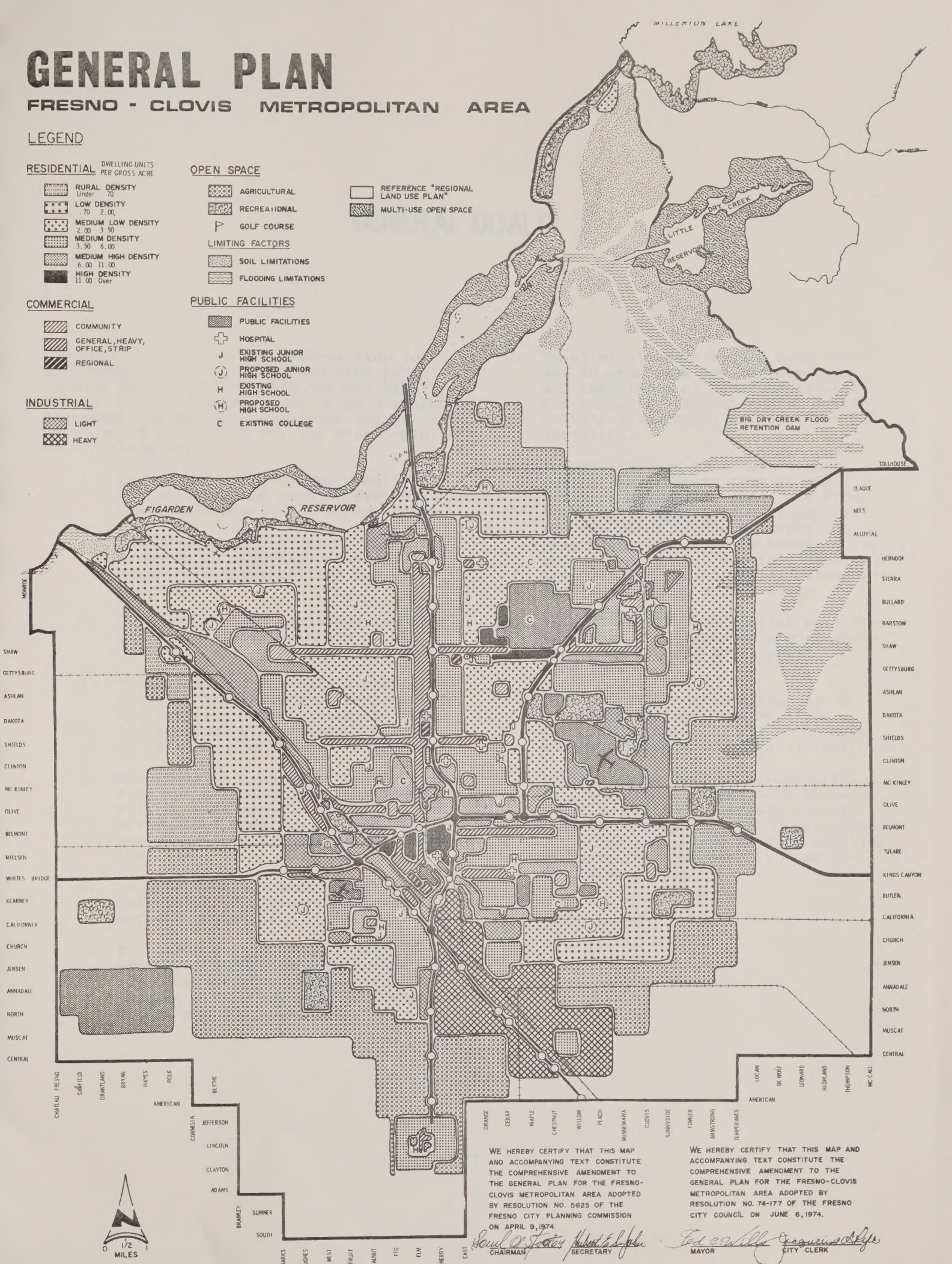
	COMMUNITY
	GENERAL, HEAVY, OFFICE, STRIP
	REGIONAL

PUBLIC FACILITIES

	PUBLIC FACILITIES
	HOSPITAL
	EXISTING JUNIOR HIGH SCHOOL
	PROPOSED JUNIOR HIGH SCHOOL
	EXISTING HIGH SCHOOL
	PROPOSED HIGH SCHOOL
	EXISTING COLLEGE

INDUSTRIAL

	LIGHT
	HEAVY



WE HEREBY CERTIFY THAT THIS MAP AND ACCOMPANYING TEXT CONSTITUTE THE COMPREHENSIVE AMENDMENT TO THE GENERAL PLAN FOR THE FRESNO-CLOVIS METROPOLITAN AREA ADOPTED BY RESOLUTION NO. 5625 OF THE FRESNO CITY PLANNING COMMISSION ON APRIL 9, 1974.

Paul D. Foster
CHAIRMAN

Michael J. ...
SECRETARY

WE HEREBY CERTIFY THAT THIS MAP AND ACCOMPANYING TEXT CONSTITUTE THE COMPREHENSIVE AMENDMENT TO THE GENERAL PLAN FOR THE FRESNO-CLOVIS METROPOLITAN AREA ADOPTED BY RESOLUTION NO. 74-177 OF THE FRESNO CITY COUNCIL ON JUNE 6, 1974.

For ...
MAYOR

For ...
CITY CLERK

GENERAL GOALS

The basic purpose of the General Plan for the Fresno-Clovis Metropolitan Area is to improve the quality of life for all residents. It is intended to serve as a graphic statement for realization of the following broad goals formulated for the Fresno-Clovis Metropolitan Area.

1. To achieve orderly development in the metropolitan area by providing a workable design for urban growth.
2. To secure a well-ordered, healthy economic development and equal employment opportunities for all residents.
3. To achieve a well-balanced land use pattern to meet the needs of all residents of the metropolitan area.
4. To provide and maintain a sufficient quantity and variety of decent, safe, and sanitary housing units to meet the needs of all residents within an optimum neighborhood environment.
5. To establish a balanced transportation and circulation system which will provide for the efficient movement of people and goods with the least interference to adjacent land uses.
6. To provide high-level educational, cultural, and recreational facilities for all residents.
7. To assure each citizen a quality education, adequate health care, adequate social services, and justice within the law enforcement system and the courts.
8. To eliminate substandard conditions and to encourage the conservation and rebuilding of older sections of the community through public action, private investment, or joint co-operation.
9. To preserve and enhance a high-quality environment that at all times is healthful, safe, and pleasing, and to take action to provide the residents of the metropolitan area with clean air and water; enjoyment of aesthetic, natural, scenic, and historic environmental resources; and freedom from excess noise.
10. To actively involve citizen participation in the community's comprehensive planning and development programs.
11. To eliminate discrimination based on age, race, sex, income, life style, and religion, and to promote the expression of cultural diversity.
12. To coordinate City of Fresno plans, policies, and programs with those of the City of Clovis, Fresno County, Council of Fresno County Governments, and other public and private agencies to assure maximum benefit from co-operative action.

ECONOMIC ELEMENT

INTRODUCTION

Fresno's economy is growing and dynamic. In the past decade, population was increased by 20 percent, total employment grew by 24.5 percent, and personal income increased 87 percent. During recent years, Fresno has provided a challenging investment climate and shown strong growth in building evidenced by such examples as the IRS Center, Fashion Fair, and residential development in northern Fresno.

The past decade has also seen a subtle change in the structure of the Fresno County economy. This change is not a broad diversification of industry reported by some, or any obvious change in general business activity. It is the gradual, cumulative development of metropolitan infrastructure.

This consists of the basic installations and facilities, both public and private, on which the continued life and growth of a community depend. Having developed the basic infrastructure, Fresno can expect to increase levels of growth in consumer and business services, specialty retail, and regional center business activities for each increment in basic or manufacturing employment. When economies of size in the growth of infrastructure reach a sufficient level, a city is able to develop the amenities of a metropolitan center.

Economic development must be planned in Fresno with the understanding that the urban economy is a complex system in which an impact in any sector of that economy may have many seemingly contradictory results. The most effective economic plan is one which can maximize the benefits of these inter-relationships to achieve the economic goals of the people of the area. No program or proposal which affects a part of the economic system can realistically be examined in isolation. A program to provide jobs through industrial expansion may have significant impacts upon retail sales and business investment opportunities. The development of retail business on the urban fringe may have very harmful effects upon similar businesses which have served Fresnoans for many years in a more central location.

In addition, benefits derived from the economy are not necessarily expressed in

the size or the dollar levels of growth in economy. The true benefits from the goals of an economic development plan address the people of the city and the level of realization of their personal objectives which they receive from the economy. Any hypothetical gain from alternative proposals affecting the local economy must be carefully weighed against their actual benefit to the achievement of the goals of the people.

While it is reassuring to look at figures related to Fresno's economic growth during the past decade, there are varying perspectives on that growth. The benefits of growth may not have been experienced equally by all of the people or geographic areas within the metropolitan area. The impacts of growth need to be determined to assess whether all growth is, in fact, good for the community.

The function of the city's economy can be viewed as allocating resources to all its people and businesses as efficiently and equitably as possible. In light of this definition, the measure of the effectiveness of the urban economy is the degree to which it serves its function.

According to the Fresno Community Profile produced by the Management Systems Office of the City of Fresno, there is a disparity in how well various segments of the community are served by the economy. According to the Fresno Community Profile, McKinley Avenue divides Fresno into two communities with job skills and resulting economic advantage concentrated north of that line. Much of northern Fresno offers pleasant amenities, broad streets, and consumer and job choices. To those living in the older city, there may not be the same range of opportunities or pleasant environment. The area south of McKinley Avenue houses a higher proportion of the dependent population under age five and over age sixty-five. There are consistent concentrations of indicators of physical blight and low income. The task of economic planning in Fresno is to reduce these disparities and provide guidelines for action to improve the economic health of the entire community.

This discussion mandates the need for a comprehensive plan for the development of

Fresno's economy. It is only through a systematic look at the conditions, goals, and objectives of the local economy that an effective body of community policy can be developed to address the economic issues facing the community and serve the economic goals of the City of Fresno.

PURPOSE

The purpose of the Economic Plan is to provide direction and policies for economic development in Fresno. In the following policy plan, pertinent goal areas for economic development will be identified and community policies will be suggested which could lead to the attainment of the goals. The presentation will attempt to highlight the complex structure of the Fresno economy and to benefit from its complexity by taking into account the potential cumulative effects of the policy developed herein.

This plan will attempt also to devise policies to address some of the critical issues identified in the economic setting portion of this Economic section. For example:

1. Must economic growth be concentrated on the urban fringe, leaving the Central City to decay?
2. Can economic growth be directed to avoid inefficient provision of urban services?
3. Can some means be devised to provide jobs for the thousands of farm workers who will be displaced in the near future?
4. Can a plan be developed to share the benefits of Fresno's economic growth with the have-nots of the community?
5. Can a plan be devised which will enable Fresno to sustain and improve its economic growth?
6. Can a means be devised to improve the city's financial ability to provide amenities and services to its residents without raising taxes?

ECONOMIC ELEMENT - GOALS AND POLICIES

It is the goal of the Economic Plan of the Fresno-Clovis Metropolitan Area to contribute to a climate that will:

- Increase employment opportunities.
- Raise aggregate, individual, and business income and profit opportunities.
- Increase the long- and short-term stability and security of the local economy.

- Expand the breadth and diversity of economic opportunities and activities.
- Optimize the contribution of public services to the operation of the private economy.
- Revitalize the Central City.
- Improve the quality of the environment within the constraints of economic feasibility.

Policies:

In order to achieve the stated goals of the Economic Plan and within the restrictions of the goals of the Economic Plan, it is the policy within the Fresno-Clovis Metropolitan Area to:

1. Create a favorable climate to retain and expand existing industry by encouraging:
 - The diversification and expansion of existing businesses into growth and nonseasonal industry.
 - The expansion and diversification of job opportunities.
2. Recruit new industry which will benefit the community.
 - Attract and expand new growth industries.
 - Attract new nonagricultural, non-seasonally dominated industries to relieve seasonal instability in the local economy.
 - Attract new, supplemental industry to fill seasonal slack periods.
3. Encourage the expansion of externally funded public service employment, e.g., the Internal Revenue Service Center.
4. Provide opportunities for higher wage levels for all the people of Fresno.
5. Foster increases in investment and profit opportunities.
6. Influence the location of new and expanding employment centers so as to minimize adverse environmental impact and to create maximum benefit to the areas of the FCMA which will benefit most from industrial development.
7. Encourage expansion and diversification of business and consumer opportunities in all areas.

8. Promote expansion of the range and accessibility of educational and career advancement training opportunities.
9. Provide public services and facilities so as to maximize their effectiveness to industrial land uses, business, and other land uses as planned in adopted Community and Specific Plans.
10. Provide uniformly high levels of public services and facilities throughout the FCMA.
11. Minimize the costs of providing public services through efficiency of operation.
12. Reduce the tax burden by fostering increases in, and diversification of, the tax base.

Specific Policies:

In order to carry out the General Policies of the Economic Plan, it is Community Action policy to:

Increase Job Development and Profit Opportunity

1. Utilize the Chamber of Commerce to
 - Coordinate a joint public and private task force appointed by the City Councils of Fresno and Clovis and the Fresno County Board of Supervisors to advise local government administrations on matters of economic growth and development.
 - Promote the retention and expansion of existing industry.
 - Act as the industrial recruitment agency for the City and County governments.
2. Utilize the City of Fresno's Economic Development Officer to
 - Coordinate the economic development activities of local government agencies.
 - Coordinate efforts between local governments and the Chamber of Commerce.
 - Promote efficiency in the operation of local government.
 - Act as a source of information on economic development.
3. Utilize the office of the Manpower Commission to
 - Coordinate all federal, state, and local government manpower delivery training activities.

- Advise on coordination and relevance in the training programs in the FCMA schools and community colleges, e.g., vocational, preprofessional, technical education.
4. To utilize the City of Fresno's Economic Development Office in encouraging
 - The expansion of local firms.
 - The recruitment of new firms.
 - Small business development.
 5. Utilize all available incentives and develop new incentives to retain and expand existing industry.
 - Assign special assistance priority to recruitment prospects and expanding firms which pay relatively high wage levels.
 - Provide incentives, development and planning aids to attract high priority recruitment prospects.
 6. Create a system of planned industrial areas located within contiguous areas of industrial development which will provide scale economies and environmental benefit for the FCMA and industry.
 7. Provide Specific Plans for all desired industrial areas to plan for maximum benefit to industry and the community, and to provide Environmental Impact Review at the project level.
 8. Plan for potential sites for public service facilities in Community and Specific Plans and in a Public Facilities and Services Element of the General Plan.
 9. Continue Affirmative Action hiring programs for city employment and require Affirmative Action hiring programs for contractors to the City of Fresno.

Specifically apply Affirmative Action policies in the hiring of the city's high unemployed and minority groups.

Promote Diversity in the Economic Base

1. Utilize capital improvements and Economic Development Task Force assistance to stimulate business development in business centers identified in Community and Specific Plans.

NOTE: Within the context of the Economic Element, industry is defined as including all major employment activities--not a land use category.

2. Create multiple land-use zones in areas of priority for business development, especially in the Central City.
3. Initiate the use of the concept of performance zoning.
4. Utilize public capital improvements as factors of production and wealth and plan for their effectiveness in conjunction with Community and Specific Plans and in a Public Services and Facilities Element.
5. Pursue a program of expanding more equitable tax bases for the City of Fresno, focusing on hidden subsidies and expanding revenue.
6. Mandate Specific Plans for all new areas, with extensive citizen participation prior to development.
7. Pursue a policy of the tax credits and development incentives for the rehabilitation of existing properties.
2. Assign priority to capital improvements and service improvements to the existing city.
3. Adopt a firm Urban Growth Policy to increase urban efficiency.
4. Pursue an active Urban Unification program.
5. Cluster industry into industrial areas so as to create economies of operation for both industry and public services.
6. Cluster business into centers so as to create economies of operation for business, traffic, and public services.
7. Enact policies to encourage the utilization of vacant lots within the city.
8. Exempt Central City areas from new service extension fees.
9. Adopt quality standards for capital improvements throughout the FCMA.

Increase Efficiency in the Provision of Urban Services and Facilities

1. Adopt and adhere to a plan for Public Services and Facilities.
 - Provide capital improvements according to Community Plans and a Public Service and Facilities Element utilizing the Capital Improvement Programming Process to provide annual priority ranking.
 - Adopt and implement a plan for the provision and timing of Public Facilities and Services.

URBAN GROWTH AND DEVELOPMENT

INTRODUCTION

During the late 1960's two important domestic issues gained the attention of vast numbers of the American people. These were the "urban crisis" and the "environmental movement." The "urban crisis" resulted in part from the inability of cities to supply adequate services and opportunities to an ever-increasing, diverse urban population. Changes occurred within urban areas more quickly than government could respond. The "environmental movement" was partially the product of an awareness of the increasing threat to nature resulting from widespread urbanization.

Both of these issues share a common note which has been generally overlooked. If cities are developed in a manageable fashion, the dangers of both the "urban crisis" and an "environmental crisis" may be minimized. Orderly urban growth may yield an urban pattern which avoids areas of critical environmental concern and accommodates the provision of basic urban services in a phased, coordinated manner.

Within the last few years, a number of cities and counties throughout the nation have adopted policies to guide the extent, direction, and timing of urban growth. On June 7, 1972, the Council of the City of Fresno unanimously adopted a resolution of policy with regard to urban growth and development. The Urban Growth and Development Element which was first adopted in interim form on September 28, 1972, is intended to expand that resolution and permit the City of Fresno to come to grips with the "urban crisis" and the threat to the environment.

The topic areas of the Urban Growth and Development Element serve to highlight the inter-relationship between the natural and the urban environments.

The Existing City

The first concern of this element refers to the revitalization of the "existing city" and the enhancement of urban environmental quality. The legal entity known as the City of Fresno is in the business of managing the provision of services which will determine the form of the urban area. In order to maintain a healthful urban form which will facilitate the continuing functions of

a city, it is necessary to pay careful attention to the city's existing investments in its physical plant while accommodating the investments needed for new growth.

In 1970, the City of Fresno, Public Works Department, estimated the cost of meeting minor street, major street, and grade separation deficiencies at approximately \$84,000,000. This is only one measure of the city's obligation to its already urbanized areas, but it is indicative of a demand for services which must be met at some point in the future. It should also be noted that the vast majority of new urban development in the metropolitan area is occurring on only those undeveloped lands which exist on the fringe of the city, while by-passing the substantial land resources and development capacity in the older areas.

The observation of the two preceding facts creates a quandary for local decision makers who are in charge of managing the provision of services in an efficient and business-like manner. On one hand, decision makers are faced with the city of their constituents who comprise the long-time residents of the community and who have a legitimate claim on local resources. On the other hand, the historical pattern of Fresno's development has been to the northern fringe. In accordance with modern development standards, newly developing areas demand and receive a substantial majority of local resources in new capital improvements. The need for a more balanced expenditure of local resources is apparent, and the initial emphasis on the obligations due the existing city residents seems justified.

Efficiency and Services

The second and third topic areas of the Urban Growth Element become more specific in their emphasis on "tax dollar efficiency" and an "equitable level of services."

As noted earlier, the historical thrust of residential growth in Fresno has occurred to the north. Families seeking new housing have had few alternatives other than to join this exodus. Vacant, developable land within existing urbanized areas was bypassed in favor of less expensive land near the urban fringe.

As the more affluent moved to these new suburbs, a vacuum was created in the Central City. Into this vacuum flowed the poor in search of lower income housing. This only accelerated the out-migration of those remaining residents able to afford new housing elsewhere. It is from this process that blight and deterioration were born.

The pattern of residential development in Fresno has been typically medium-low to medium density. Such densities dictate the need for providing urban services (such as major streets, sewerage and community water systems, parks, fire and police protection) but does not generate sufficient tax revenues to efficiently support these service systems. The provision of such services to accommodate fringe growth syphons city revenues which might be used to upgrade the inner city.

Further, the direction of urban growth has not been such that the capacity of existing service networks could be fully utilized. As examples, additional sewer and water capacity exists within existing urbanized areas. Developable vacant land, estimated to include a full 13 percent of the incorporated city limits, could be developed to more efficiently utilize existing service systems.

The Environment

Finally, the fourth area of this element focuses on the number one mutual concern of the Urban Growth and Environmental Resources Management Elements by emphasizing the need to preserve usable agricultural land and to maintain a more efficient and less polluting urban system.

URBAN GROWTH AND DEVELOPMENT ELEMENT - GOALS AND POLICIES

It is the goal of the City of Fresno to manage urban growth and development to:

- Revitalize the existing city.
- Encourage the development of vacant lands within existing urbanized areas.
- Increase urban densities to levels sufficient to economically support urban services.
- Assure that fringe development is contiguous to existing urbanized areas.
- Phase growth so that development occurs in an orderly manner.
- Guide the direction of new growth to more efficiently utilize existing service networks.
- Maximize tax dollar efficiency by proper design and utilization of municipal service networks.

- Promote public well-being through equitably providing standard levels of service to all citizens of Fresno.
- Guide the location of growth so as to minimize adverse environmental impact.
- Enhance environmental quality through the preservation of interim and permanent open spaces.
- Foster intergovernmental cooperation to maximize the effectiveness of local policies.

Policies Related to Intergovernmental Cooperation, Jurisdictions, and Legislation

Intergovernmental Cooperation Policies

1. Seek to support and cooperate in the development of policies and plans of significance to the region and the Fresno-Clovis Metropolitan Area.
 - a. Establish a system of regular joint meetings of the Planning Commissions of the cities of Clovis and Fresno and Fresno County, at which issues of mutual concern involving the provision of urban services and/or land use controls could be addressed and uniform policies adopted.
 - b. Coordinate the development of policies and plans for the City of Clovis and the City of Fresno with the regional planning process of the Council of Fresno County Governments and through the active participation of staff and continued financial support.
 - c. Give support to the adoption of an Urban Growth and Development Policy for the Fresno-Clovis Metropolitan Area jointly prepared by the cities of Fresno and Clovis and Fresno County.
 - d. Give support to the adoption of a unified General Plan for the Fresno-Clovis Metropolitan Area.
 - e. Seek coordination between the City of Clovis, the City of Fresno, and Fresno County in the formulation of community plans and specific plans.
 - f. Seek the establishment of a joint metropolitan Capital Improvement Program process which would support the goals and policies of the metropolitan General Plan.
2. Seek cooperative efforts with the Fresno County Board of Supervisors to assure an orderly pattern of urban growth through implementation of a "Five-Year Urban Growth Management Plan."

3. Cooperate with the Fresno County Board of Supervisors toward the adoption of similar city and county ordinances related to the establishment of development fees and the dedication of school and park sites.
4. Work with the Local Agency Formation Commission to reduce the number of special districts and the consolidation of urban service systems throughout the metropolitan area. An exception would be to initiate the formation of County service areas where it can be established that City residents are contributing to the provision of nonuniform urban services in unincorporated areas.
5. Encourage all water users to participate in a groundwater management program to recharge the Fresno groundwater basin and seek adoption of an ordinance to prohibit the drilling of water wells for urban developments within the sphere of influence of Clovis or Fresno without endorsement by that city.

Legislation Policies

1. Seek state legislation which would enable cities within the Fresno-Clovis Metropolitan Area greater freedom to annex lands within their spheres of influence to be defined by the Local Agency Formation Commission. Areas which meet either of the following criteria would be annexed upon majority vote of the City Council:
 - Areas which are scheduled to receive urban services within the time frame of the Capital Improvement Program.
 - Contiguous unincorporated areas which are now urban in character, including County islands.
2. Seek state legislation which would enable cities to better utilize tax incentives as a means of plan implementation. Potential legislative changes may be as follows:
 - Require County assessors to base property taxes on adopted community or specific plans and phasing schedules when such plans exist.
 - Require County assessors to shift a larger share of the property tax burden to land and reduce the share on improvements.
 - Prohibit County governments from assessing City residents for County services which are not uniformly provided throughout the County.
 - Permit cities and counties to discount property taxes for redeveloped properties within a designated project

area to provide incentives for inner-city revitalization; property taxes within such areas might be based on a graduated scale so that full assessments might be applied within five or ten years.

- Eliminate provisions in state tax law which permits owners of substandard housing to claim a "depreciation allowance" on such structures as an income tax deduction.

Policies Related to Taxation and Revenue Collection

1. Collect municipal tax revenues and fees according to criteria which equitably distribute the costs of municipal services, promote efficient operation of urban service systems, and promote development and revitalization of the inner city.
 - a. Require the assessment of "development fees" on new construction which would cover the capital costs of service facilities.
 - Use such fees to finance new firehouses, traffic signals, major street improvements, divider island landscaping, street lights, traffic directional signs, and neighborhood parks and recreation facilities.
 - An alternative to the assessment of development fees would be the selective establishment of general improvement districts wherein general obligation or revenue bonds would be issued to offset initial capital costs.
 - b. Upgrade fee schedules to offset the full capital cost of development services required under existing rules and ordinances, including street name signs, street trees, and inspection and engineering fees.
 - c. Annually review and update all municipal fees in accordance with actual costs.
 - d. Increase the share of municipal revenue collected from user revenue charges to cover the costs of maintenance and operation of appropriate urban service systems. Such an approach should include a system of cost-accounting to determine service charges for individual users based on the level of service provided and user geographic locations; service charges may be reduced in designated project areas as an incentive for redevelopment.
2. Seek the use of the California Land Conservation Act and the Open Space Easement Program as tax incentives to

encourage the retention of urban growth reserves and to achieve the preservation of permanent open space.

3. Seek to expand all sources of external aid which might minimize the local costs of providing public facilities and services.

Policies Related to Revenue Allocation and City-Sponsored Programs

1. Establish priorities for the allocation of revenues to encourage inner-city revitalization and phased development on the urban fringe.
 - a. Provide public facilities necessary for future growth in accordance with standards, criteria, and program schedules to be included in a long-range Public Services and Facilities Element.
 - b. Provide capital improvements to upgrade existing service networks to achieve standard levels of service and to stimulate revitalization of the inner city.
 - c. Place a priority on providing city sewer and water services to city residents in those areas where capacity to extend services is limited.
2. Continue and expand urban redevelopment and rehabilitation programs to seek stabilization and revitalization of the existing city.
 - a. Designate areas identified as "blighted," based on indicators within the Community Profile as project areas in which programs toward inner-city stabilization and revitalization would be pursued.
 - b. Provide public facilities and service systems which will attract development in project areas.
 - c. Provide economic incentives to encourage development in project areas.
 - d. Provide public input to the process of project area development through the application of the powers of eminent domain, the tool of tax increment bonding, and the process of a public/private planning team approach.
3. Utilize programs of "land banking" as a tool to stimulate inner-city revitalization and to control the form of metropolitan Fresno.
 - a. Purchase vacant land within the inner city which has not developed

because of parcel size, shape, or expense, and provide incentives to private entrepreneurs to develop beneficial uses upon such lands.

- b. Purchase fee title or development rights to vacant lands at strategic locations on the urban fringe to phase and control the pattern of urban growth.

4. Design and construct urban service networks to manage and control the direction and timing of urban growth and development.
 - a. Evaluate modification of the proposed freeway system in a manner to support orderly urban growth in accordance with the General Plan.
 - b. Modify the designed capacity and alignment of major streets on the urban fringe to be consistent with proposed densities and ultimate urbanization of such areas as determined by the General Plan.
 - c. Re-evaluate the designed capacity and alignment of proposed major sewer trunk lines which would serve fringe areas in accordance with the proposed densities of the General Plan.
 - d. The allocation of city revenues for the provision of service systems which would accommodate growth on the urban fringe should be in accordance with a long-range Public Service and Facilities Element and the Capital Improvements Program.
5. Strictly enforce codes and provide assistance to maintain acceptable levels of housing quality throughout the city.
 - a. Require that all housing be of standard quality as a condition of sale or rental; if property owners are unable to improve the quality of housing to meet standards, the city should pursue one or more of the following:
 - Seek to provide low or no-interest loans to improve the property.
 - Require the demolition of substandard structures.
 - Purchase the property in conjunction with "land banking" and redevelopment activities.

Policies Related to Land Use and Development Controls

Policies Applicable to Fringe Areas

1. Seek adoption of policies and implementation of policies by the Fresno County Board

Supervisors to enable the City of Fresno to effectively control the pattern and timing of development within the City's fringe growth areas. Such policies should include the following:

- Areas which are not urban in character, but within the City's sphere of influence, should be placed in a holding zone by the County to assure future annexation to, and development within, the City of Fresno.
- Within areas urban in character, parcels which are vacant or not fully developed, which are within one-half mile of the city and are readily annexable should be placed in a holding zone by the County. If the City formally expresses intent not to annex such parcels, it would be appropriate for the County to permit development to enable the "in-filling" of areas already urban in character.
- Within areas urban in character, parcels which are vacant or not fully developed, which are beyond one-half mile of the city, and are not readily annexable would be deemed appropriate for development within unincorporated areas to enable the "in-filling" of areas already urban in character.
- Public facilities improvements necessary to serve new development which may be permitted within unincorporated areas should be developed to City standards.

2. Areas which are designated as holding zones by the County should be retained by the City upon annexation until urban development can occur in a timely and orderly manner. Decisions to release specific project areas from such holding zones should be based upon the following criteria:

- The proposed project conforms to the adopted General Plan, the Community Plan, and the Specific Plan for the area.
- The proposed project is evaluated with respect to the comparison of costs for necessary urban services and the revenues resulting from development.
- The proposed project complies with the provisions and guidelines for implementation of the California Environmental Quality Act of 1970, and the Environmental Quality Ordinance of the City of Fresno.

Policies Applicable to the Existing City

1. In accordance with the intent of Section 65860 of the Government Code, seek to zone those areas within the incorporated

limits of the City of Fresno deemed as appropriate for urban development to conform with patterns of land uses as designated in adopted plans.

- a. Within two years after adoption of community plans, zoning should be in conformance with such plans. Where major discrepancies between zoning and planned land uses exist, a specific plan should be prepared.
- b. Within six months after adoption of specific plans, zoning should be in conformance with such plans.
- c. Within four months after amendment of community or specific plans, zoning should be in conformance with such plans.

Policies Applicable to the Central City

1. Provide incentives to encourage revitalization of the Central Area by providing flexibility in the application of land use and development controls.

- a. Adopt a "Multi-Use Planned Unit Development Ordinance" applicable specifically within the Central Area.

- The intent of the ordinance would be to encourage residential living environments which are urban in character; creative in form; and which may include related commercial activities within unified, well-planned complexes.

- Administration of the ordinance would be pursued through the activities of a development design team--a merger of public and private entrepreneurship.

- b. Seek to waive the requirements of existing codes and ordinances which may restrain Central Area development when reasonable alternatives are provided. Examples are as follows:

- Expand the activity of the Parking Authority and broaden that portion of the Central Area in which off-street parking requirements may be waived.

- Expand the exemption from height limitations within the Central Area subject to the approval of the Director of Planning and Inspection.

- Eliminate the requirement for fire-resistive or noncombustible construction if automatic sprinkler protection is provided.

- c. Develop economic and environmental incentives to encourage private market investment in the revitalization of the Central Area which might include but not be limited to the following:
- Utilize the land assembly capacities of the redevelopment process to provide usable parcels of land when in keeping with the Council-adopted Central City priorities.
 - Give priority to Capital Improvement projects which facilitate public and private conservation, rehabilitation, and redevelopment in accord with Council-adopted Central City priorities.

ENVIRONMENTAL RESOURCES MANAGEMENT ELEMENT

INTRODUCTION

Increasing population growth throughout the state and the nation has caused competing demands for the use of natural resources. During the 20th century, American cities have grown at a phenomenal rate. Rising technology has resulted in virtual revolutions in transportation and manufacturing, transforming the rural society of the last century into the urban society of today.

In developing urban land, man has destroyed or committed beyond retrieval valuable environmental resources. Rapid urban growth has too often resulted in the transformation of valuable agricultural land, fish and wildlife habitat, and areas of scenic value into sprawling residential, commercial and industrial uses. The quality of life has deteriorated as a result of rapid urban growth. The natural resources which are the very basis of modern civilization are being threatened.

The environmental controversy of recent years has stemmed from the abuse of environmental resources. The process of public and private decision-making in the urban development process must change to recognize environmental issues--to balance man's economic needs with the processes of nature. Man must learn to harness the benefits of nature without destroying them.

ENVIRONMENTAL RESOURCES PLANNING

The responsibility of managing environmental resources rests at all three levels of government--federal, state, and local. The President's Council on Environmental Quality and the Environmental Protection Agency are responsible for establishing federal environmental policy, environmental standards, and assuring that environmental degradation does not result from federally support actions. Similar mechanisms exist at the state level. The responsibility of local government is to assure that degradation does not result from local development, including land use, public investment and private actions which may be controlled by the police power.

The California Government Code specifies the content of local General Plans. General Plan elements related to environmental

issues which are cited by state planning law include the following:

1. Open Space Element - mandatory
2. Conservation Element - mandatory
3. Scenic Highways Element - mandatory
4. Recreation Element - permissive
5. Noise Element - mandatory
6. Seismic Element - mandatory

The goals and policies contained within the Environmental Resources Management Element combine "Open Space," "Conservation," "Scenic Highways," and "Recreation" policies into a single, comprehensive plan element. Also included are interim policies related to "Noise" and "Seismic Safety" which should serve as guides to action until such time that more detailed studies are completed.

ENVIRONMENTAL RESOURCES ISSUES

The Environmental Resources Management Element addresses environmental issues under three broad categories:

1. Environmental Resources Factors
2. Urban Development Limiting Factors
3. Urban Environmental Factors

Environmental Resources Factors

The concept of environmental resources may be broadly defined. It includes resources which are managed for productive use, such as agricultural resources, water resources, and mineral resources; it includes resources which are of value in their natural state and are of enjoyment to man such as fish and wildlife resources.

The Environmental Resources Management Element contains goals and policies related to the preservation, protection, and enhancement of such environmental resources.

Urban Development Limiting Factors

Factors which determine the suitability or limitations of areas for specific types of urban development are also considered in the Environmental Resources Management Element. These limitations include those related to natural physical factors such as flooding, the suitability of soils

for urban development, and limitations related to potential nuisance uses.

The Environmental Resources Management Element contains goals and policies related to avoiding or minimizing the impact of such limiting factors in the process of urban development.

Urban Environmental Factors

Finally, the Environmental Resources Management Element considers the quality of the environment where the impact on people is greatest--the urban setting. Urban environmental quality is closely linked with the concept of urban amenities, such as the provision of recreation space, open space, urban beautification, the pattern of growth and urban form, and housing life styles.

The Environmental Resources Management Element contains goals and policies related to the enhancement of environmental quality within the urban setting.

Environmental Resources Factors - Goals and Policies

Agricultural Resources

Goal: To preserve agricultural land resources within the Fresno-Clovis Metropolitan Area for continued agricultural production as a valuable open space.

Policies:

1. Assure the continuation of agricultural production as an important economic activity.
2. Accept the need for land capable of producing food and fiber as being consistent with the broad public welfare and as a responsible concern of City and County governments.
3. Discourage the premature, unnecessary, and wasteful conversion of valuable agricultural land to urban uses.

Water Resources

Goal: To protect water resources within the Fresno-Clovis Metropolitan Area to provide sufficient quantities of water of good quality and, secondarily, to ensure the continued development of multiple-use water resources which are of value as open space.

Policies:

1. Protect areas of natural groundwater recharge from land uses and disposal methods which would degrade water sources

and to encourage other agencies to take similar action.

2. Expand programs to recharge the groundwater supply.
3. Protect the area of the proposed Fig Garden Reservoir by retaining the area as an open space to assure the economic feasibility of water resource developments on the San Joaquin River.
4. Continue programs to collect and centrally treat sewage to enhance water quality and reclaim water resources.
5. Seek effective multiple use of surface water resources.

Mineral Resources

Goal: To permit the profitable utilization of available mineral resources while protecting the natural environment and surrounding uses from the adverse effects of extraction operations.

Policies:

1. Permit mineral resources to be made available to industry.
2. Conserve mineral resources to meet future needs where these resources do not conflict with long-range land use goals and policies.
3. Prohibit urban development near mineral extraction operations until the mineral resource has been depleted and the extraction operation ceases.
4. Require reclamation planning for the reuse of mined areas so that maximum benefit will result to the environment and the public.

Fish and Wildlife Resources

Goal: To preserve and enhance fish and wildlife resources and habitat for the benefit of man and nature.

Policies:

1. Provide open space land habitats for fish and wildlife species close to urban populations.
2. Seek the multiple use of fish and wildlife resource lands in a manner which minimizes conflict and encourages economic, educational, ecological, and/or recreation benefits.
3. Manage existing fish and wildlife resources so that degradation does not result from change in land use.

Scenic Resources

Goal: To protect, enhance, and create scenic beauty in and near urban areas.

Policies:

1. Seek the preservation of the San Joaquin riverbottom and bluffs in open space use to retain their scenic character.
2. Seek the designation and protection of scenic roadways in the Fresno-Clovis Metropolitan Area to provide pleasing vistas for motorists and residents.
3. Improve the visual amenity of the urban landscape through sign regulations, the encouragement of architectural excellence, and programs of urban beautification.
4. Discourage activities which might significantly detract from the aesthetic appeal of urban residential and commercial areas.
5. Limit and/or control urban development in areas with unusual geologic features.
6. Acquire or otherwise preserve scenic easements within scenic areas subject to pressures of development.

Urban Development Limiting Factors - Goals and Policies

Flooding

Goal: To protect the lives and property of residents of the Fresno-Clovis Metropolitan Area from the hazards of periodic floods.

Policies:

1. Preserve flood-prone areas, particularly the San Joaquin riverbottom, as open space.
2. Seek uses within flood-prone areas which will not be affected by periodic floods.
3. The City of Fresno should support and aid the Fresno Metropolitan Flood Control District to implement the Storm Drainage Master Plan.
4. Seek official designation of "flood-prone areas," within the urbanized area and the San Joaquin riverbottom.
5. Conserve flood waters of streams between the Kings and San Joaquin Rivers for beneficial use.

Soil Limitations

Goal: To establish a pattern of urban growth and development which recognizes the limitations of soils and physical features.

Policies:

1. Seek the prohibition and/or control of urban growth in areas where slope, drainage, and the composition of soils pose severe limitations to development.
2. Preserve the San Joaquin riverbottom and bluffs areas severely limited for urban development because of soil characteristics and of value as recreation, scenic, fish and wildlife, and mineral resources as permanent open space.
3. Provide information on soil limitations which will be of value to public and private developers.
4. Minimize the limitations of soils and physical features through the development and/or application of construction and land use standards.

Industrial Nuisances

Goal: To protect the integrity of land uses from potentially adverse effects of industry.

Policies:

1. Continue to limit the adverse effects of industry through the use of zoning and other controls when necessary.
2. Encourage the use of federal and state assistance to minimize the adverse effects of industry.
3. Seek means of making industrial uses more compatible with residential and commercial uses.

Seismic Safety

Goal: To protect the lives and property of people from the hazards of seismic activity.

Interim Policies:

1. Cooperate with and assist the Council of Fresno County Governments in the formulation of a Five-County Areawide Seismic Safety Plan.
2. Provide geologic information related to seismic activity usable for public and private decision making.

3. Control the type and extent of urban development within earthquake fault zones and upon soils which may be subject to failure in the event of seismic activity, if such areas are shown to exist in Fresno by the Five-County Seismic Safety Study.
4. Enforce up-to-date codes and ordinances related to newly constructed buildings which would minimize the loss of lives and property in the event of seismic activity.
5. Enforce local ordinances related to improving existing structures to minimize the loss of lives and property in the event of seismic activity.
6. Develop a system of emergency services which utilizes public and private resources to minimize the loss of life and property in the event of natural seismic disasters.

Noise

Goal: To enhance environmental quality by reducing and controlling the adverse effects of noise.

Interim Policies:

1. Identify the noise levels from existing and proposed major ground and air transportation elements.
2. Develop patterns of land use; open space preservation; artificial buffers, and other physical measures to reduce the adverse effects of noise within urban areas.
3. Develop construction standards for residential, commercial, and industrial uses to minimize the adverse effects of noise from external sources.
4. Develop standards for the maximum permitted level and duration of noise to be generated from various stationary and mobile sources.
5. Enforce an effective noise control ordinance to protect the peace and quiet of residents.

Urban Environmental Factors - Goals and Policies

Urban Development and Environmental Quality

Goal: To create a sense of open space and beauty to enhance the quality of life where people live and work--the urban environment.

Policies:

1. Identify and provide open space areas as a major element of urban design.
2. Create open space networks within the urban pattern through the effective utilization and beautification of lineal land resources such as canals, power transmission easements, and transportation corridors.
3. Require the provision of usable open space within all housing developments for the purpose of landscaping and leisure time activities which normally occur outdoors; and in order to assist the maintenance of clean, fresh atmospheric conditions.
4. Encourage the use of Unit Planned Development concepts which assure more effective use of land for the purpose of providing usable open space and pleasing design within the living environment.
5. Enhance working and shopping environments through the effective use of open space, landscaping, buffering, and control of elements such as signs and lighting.

Recreation

Goal: To provide a variety of recreation services and facilities to meet the needs of residents of the Fresno-Clovis Metropolitan Area.

Policies:

1. Provide parks and recreation facilities to meet Park and Recreation Standards as public fiscal constraints permit.
2. Provide parks which are designed to be safe from crime, easy to maintain, aesthetically pleasing, accessible to users, and which fulfill the physical and psychological needs of people.
3. Seek efficient administration and increased provision of recreation services for the entire Fresno-Clovis Metropolitan Area.
4. Seek the multiple-use of available land resources for recreation purposes.
5. Provide parks and recreation services to enhance the quality of life of those in greatest need--the poor, minorities, those with limited mobility, the young, and the aged.

6. Seek new sources of revenue to finance the acquisition, development, maintenance and operation of additional public parks and recreation facilities.
7. Seek the extensive utilization of the San Joaquin River for day use recreational activities. Such recreational resources should be provided by the public sector and private enterprise.

Open Space and Urban Growth Control

Goal: To control and phase urban growth through the reservation of future growth areas as interim open space.

Policies:

1. Ensure available space for various land uses through the provision of interim open spaces.
2. Minimize premature urban development through the maintenance of interim open space reserves.
3. Program the development of the Fresno-Clovis Metropolitan Area to achieve maximum public benefit related to urban growth by retaining areas as urban growth reserves.

LAND USE

RESIDENTIAL LAND USE

INTRODUCTION

Residential land use is the basic building block of the city, comprising over 50 percent of the urbanized land area. Residential land uses are the most personal component of the urban framework, expressing status and values of community residents. The quality of housing and the character of neighborhoods are basic concerns of individuals. Management of residential growth, the provision of services, and maintenance and redevelopment of residential neighborhoods are focal points of concern which affect local decision making and the economy of the community.

The provision of housing involves the dynamic interaction of development, real estate, and banking interests under the guidance and support of various levels of government. The process of planning for residential land use needs involves guiding the diverse efforts of these various groups to achieve a compatible relationship with other forms of land use. The "Residential Land Use" component of the Land Use Element focuses on physical issues. In-depth treatment of social and economic concerns related to residential development will be dealt with by the Housing Element, scheduled for completion by December 1974.

RESIDENTIAL LAND USE NEEDS

Within the next twenty years, the population of the Fresno-Clovis Metropolitan Area is projected to be approximately 400,000 people--an increase of about 90,000 from 1970. This section of the Land Use Element is concerned with the location and type of housing for this new population as well as the replacement of housing units which may be demolished within the planning period. In 1970 there were 96,132 housing units within the urbanized portion of the Fresno-Clovis Metropolitan Area. It is estimated that approximately 145,535 housing units will be needed to accommodate the population by the end of the planning period, or an increase of 49,403 housing units.

Because of continuing programs of code enforcement, demolition of substandard housing, and proposed freeway construction, an estimated 13,874 dwelling units will be demolished by 1995. It is therefore projected that approximately 63,197 new housing starts will occur within the planning period.

Another issue related to residential land use is the type of housing to be constructed within the planning period.

Historically, the preferred pattern of residential development in the Fresno-Clovis Metropolitan Area has been predominantly single-family dwelling units, yielding fairly low densities and a high rate of urban land absorption. Gross residential densities have historically hovered near the 2.5 units per acre average, or within the "medium-low" density range.

Within recent years the rate of construction of multiple-family dwelling units has been rapidly accelerating, accounting for approximately 49 percent of new housing starts over the previous decade. This phenomena may be attributed to a variety of factors such as the increased geographic mobility of people, decreasing family size, and current high interest rates for home loans. In 1960, only 8 percent of the total housing stock within the Fresno-Clovis Metropolitan Area was multiple-family units. By 1970, approximately 17 percent were multiple-family units. A conservative projection, based upon these facts, indicates that approximately 32 percent of the total housing stock will be multiple-family units by the end of the planning period.

To complete the task of planning for residential land use, it is necessary to blend the insights of construction rates and the percentage of housing type with the broad issues of social and environmental concern which are dealt with in other components of the plan.

The social concern of residential land use will be expanded in the Housing Element to be completed at a later date. However, the need for urban redevelopment and a diversity of housing types and costs should be accommodated within the framework of this plan.

Fresno has a history of relatively low density residential development which produces a high rate of land consumption. This low density pattern is a crucial factor in two major environmental concerns. First, continued urbanization rapidly consumes valuable agricultural land. In addition, sprawling urban growth necessitates an increase in the frequency and length of automobile trips which the resident must make daily.

Other issues of environmental quality within the residential neighborhood relate to the provision of services and the cost and quality of those services. Basic urban services such as water, sewers, street systems, lighting, parks, and other open space are as crucial to residential quality and the urban environment as land use management.

The basis for reconciling these concerns are dealt with in the following identification of issues and the goals and policies.

The primary issues related to residential land uses are as follows:

- The degree to which future areas for residential growth will take into account the constraints of the natural environment and the manmade facilities which must be available to provide services.
- The provision of diverse housing types, densities, and life styles to accommodate a diverse urban community.
- The attainment of psychologically and aesthetically pleasing residential environments which may foster neighborhood and community identity.

RESIDENTIAL LAND USE - GOALS AND POLICIES

It is the goal of the City of Fresno to seek residential land use policies which would:

- Encourage the creation of an alternative to suburban life styles.
- Encourage the development of alternative housing types within residential neighborhoods.
- Permit the integration of compatible commercial and supportive land uses within residential areas.
- Increase the flexibility of land use and development regulations toward achieving quality, innovative design of residential areas.
- Encourage the use of other incentives to achieve increased variety in living styles.
- Grant greater participation of residents in the process of planning their neighborhoods.

Goal: To insure a rational allocation of future areas for residential development.

Policies:

1. Locate urban residential development only where adequate public services and facilities can be economically provided.
2. Permit the compatible integration of residentially supportive land use activities within neighborhoods.
3. Residential uses should avoid locating in areas which are subject to adverse environmental impact generated by neighboring land use.
4. Recognize physiographic factors such as flood vulnerability and unstable soil characteristics as urban limiting factors.
5. Regulate the location of housing so as to minimize the consumption of prime agricultural lands and other areas of natural resource for scenic beauty.
6. Adhere to the recommended pattern, direction, and density for urban expansion as outlined in the adopted General and Community Plans for the allocation of future areas for residential development.

Goal: To obtain a variety of housing types and densities for the entire metropolitan area that will satisfy the various desires of the different socio-economic groups of the population and encourage a more diverse mixture of population within neighborhoods.

Policies:

1. Pursue all feasible strategies to assist in the provision of adequate rental housing and purchase housing for low and moderate income families in the private housing market.
2. Utilize, as available and necessary, all federal programs and other means that will assist in the provision of adequate public housing facilities for low-income housing.
3. Incorporate a variety of housing types, costs, and densities into all geographical segments of the community, through a program of incentives.
4. Increase the design flexibility throughout the community by the development and utilization of the concept of planned districts.
5. Utilize the existing policy statement on locational criteria for multiple-family residential development.

6. Refine the concept of the unit planned development in the zoning ordinance with special attention to be directed towards encouraging truly innovative design.
7. Conserve and improve basically sound and properly located residential areas.
8. Encourage compatible development to utilize vacant parcels of bypassed land in order to attain a more compact pattern of urban development.

Goal: To secure a psychologically healthful and aesthetically pleasing environment in the community's residential areas.

Policies:

1. Encourage the development of neighborhood and community identity through a comprehensive pattern of educational, cultural, and recreational facilities.

2. Satisfy a variety of housing desires and high quality design by encouraging the provision of various densities, structural types, and building patterns with flexible lotting and setback requirements throughout the community.
3. Carry out new construction and renovation in neighborhoods in accordance with design criteria established in community and specific plans which have been subjected to neighborhood review.
4. Establish performance standards to specify levels of various environmental factors such as traffic volume and noise level which must not be exceeded in residential areas.
5. Utilize various land development practices to provide transition between major streets and residential areas in accordance with the design criteria established for the area.

COMMERCIAL LAND USE

INTRODUCTION

Commercial activities which provide goods and services to people are basic to the function of the urban system. The city's commercial functions must be oriented toward various markets--those which serve the neighborhood, the community, and the region.

The distribution and design of commercial facilities which serve these diverse markets substantially impact the quality of the environment and interplay of the land use system. Anticipating future commercial land use needs and their relationship to other land uses must be a basic concern of this section of the Land Use Element.

COMMERCIAL LAND USES - BASIC ISSUES

Shopping Centers

The development of neighborhood, community, and regional shopping centers has been a national phenomena, accompanying the trend of suburban development during the post World War II era. These centers cater to a dispersed market and provide convenience to shoppers in the age of the automobile. Their wide public acceptance has seriously challenged the traditional commercial functions of central business districts and freestanding neighborhood shops in cities throughout the nation, including Fresno.

Listed below are three proposed principles statements concerning the function and location of shopping centers. These principles were developed as a result of detailed study of neighborhood, community, and regional shopping centers within the Fresno-Clovis Metropolitan Area.

Neighborhood Shopping Center/Principles

A neighborhood shopping center should be a small cluster of commercial establishments that cater only to a defined neighborhood. There should be between 5,000 and 10,000 people within the neighborhood trade area. The neighborhood shopping center should sell convenience goods and personal services for the daily living needs of the neighborhood residents. It should be located on one corner of an intersection and should not be situated too near another similar

shopping center with its own defined neighborhood trade area. The neighborhood shopping center should be located on a site that allows neighborhood residents within its trade area relatively easy walking access.

Community Shopping Center/Principles

A community shopping center should be a cluster of commercial establishments that caters to a defined community area. There should be between 25,000 and 40,000 people within the community trade area. The community shopping center should sell convenience goods and personal services as well as offering variety, general merchandise, and specialty items. It should be located on one corner of the intersection of two major streets and should not be too near another similar shopping center with its own defined community trade area.

Regional Shopping Center/Principles

A regional shopping center should be a large cluster of commercial establishments that cater to a defined regional area. There should be between 100,000 and 120,000 people within the regional trade area. The regional shopping center should sell general merchandise, furniture, and home furnishing items in complete depth and variety as well as offering personal services, hardware items, specialty goods, and entertainment services. It should be located on one corner of the intersection of freeways, expressways, arterials, or any combination thereof. It should also not be too near another similar shopping center with its own defined regional trade area.

The intent of the above-cited principles is to define criteria necessary to minimize inefficient commercial land use patterns resulting from continuation of past trends. These inefficiencies are the result of past decisions which permitted freestanding or strip commercial uses which cater to local markets and would be more logically located in neighborhood or community shopping centers. In addition, past land use decisions have permitted the proliferation of commercial development on multiple corners of major streets. Such conditions increase traffic congestion, safety hazards, and adversely affect adjacent residential areas. The principles indicate that only one corner of

an intersection should be utilized for a commercial center.

Utilizing these criteria and implementing recommended policies related to commercial centers would make the pattern of future commercial uses more efficient for their users and more compatible with the total land use and transportation system.

Strip Commercial

Strip development is another phenomena of commercial land use patterns which has evolved during the age of the automobile. The types of uses which are found within commercial strips rely upon direct access to large volumes of traffic, exhibit the need for large space requirements at low cost, and depend upon advertising by free-standing signs. These uses provide general and heavy commercial uses which are oriented to a metropolitan market, locating along major metropolitan street corridors.

The emphasis of function and physical appearance along particular commercial strips vary substantially. Although a mix of uses often occurs, most commercial strips exhibit a dominance of function. Shaw Avenue is dominated by commercial office space; in contrast, Blackstone Avenue is dominated by general merchandising and auto service uses. Shaw Avenue is characterized by compatible architectural styles, extensive landscaping, and well-controlled advertising signs; Blackstone Avenue exhibits disoriented architectural styles, little landscaping, and prolific signs.

Problems most common to strip commercial development include:

- Traffic congestion resulting from inadequately controlled access.
- High public costs of widening and improving major streets to efficiently accommodate traffic movement.
- Poor aesthetic character where site planning, architectural style, landscaping, and signing are inadequately controlled.
- Physical impact on adjacent neighborhoods which stimulate the process of blight.

Although particular uses which are oriented to large volumes of vehicular traffic and cater to a metropolitan market must be accommodated within commercial strips, the problems indicate the need for policies to limit and control such locational patterns.

Commercial Office Space

Commercial office space within the Fresno-Clovis Metropolitan Area is primarily located in four major areas. They are the Central Area, Tower District, along Shields Avenue, and along Shaw Avenue.

Commercial office space growth has followed the pattern of suburban growth within the Fresno-Clovis Metropolitan Area. Closer proximity to residential areas and the wish of professionals and executives to work closer to their own homes are two prime reasons for this suburban growth of commercial office space.

The results of decentralized commercial office growth have caused problems for the Central Area and its role as the dominant office center within the Central Valley. Although the Central Area has captured 43 percent of all office construction in Fresno during the past twelve years, the long-term effect of continued suburbanization of commercial office space will seriously alter the Central Area's office character. In order to preserve this office character of the Central Area, affirmative policies must be implemented as tools to keep the Central Area a viable and dominant office location.

For those commercial office facilities outside of the Central Area, policies must be used to promote proper design, internal function, and compatibility with surrounding land uses. The clustering and development of a planned unit approach of office facilities can facilitate a more convenient, viable, and aesthetically pleasing commercial office system.

Central Business District

The Central Area has been discussed in other elements--the Economic Element and the Urban Growth and Development Element. This section deals with problems and potentials of the Central Area's commercial functions.

Fresno's Central Business District has historically served as the major commercial center of the Central Valley region. Within the last two decades the economic vitality of its commercial functions has substantially declined, however.

The erosion of the Central Business District's commercial functions can be attributed to a number of factors. As previously mentioned, the trend of suburban development in the World War II era generated the construction of regional shopping centers more proximate to shoppers. Lower income families which lack disposable incomes to support the

commercial functions of the Central Business District now reside within the inner-city districts; more affluent families have migrated to the suburbs.

The process of decentralized retail functions has also been paralleled by decentralized office activities, further eroding the Central Business District's strength. In addition, the regional importance of the Central Business District has been modified by the development of major shopping centers in other valley towns. Finally, the problem related to parking, ease of access to commercial establishments, and the fear of crime within the Central Business District have contributed to its decline.

Although the Central Business District has declined in comparison to its former stature, it still remains a focal point for general merchandising, entertainment, service, and specialty functions, as well as its historic government office function. Major redevelopment programs within the Central Business District reflect the long-standing commitment to Central City revitalization; the alignment of proposed freeway systems are designed to improve access to the Central Business District for suburban residents.

Without a commitment to protecting its functions from competition within suburban areas, and stimulating inner-city residential development to support its commercial uses, the Central Business District will continue to decline.

COMMERCIAL LAND USE - GOALS AND POLICIES

Goal: Guide the development of commercial facilities in a manner which is supportive to their functions.

Policies:

1. Plan and program the provision of neighborhood, community, and regional shopping centers in accordance with principles related to location, size, access, and market area.
2. Permit the compatible integration of commercial and residential uses.
3. Discourage strip commercial uses, except when such development is in accordance with an adopted specific plan.
4. Encourage the clustering of commercial uses oriented toward the entire urban or a regional market.

Goal: Promote the development of commercial land uses in a manner which is complementary and compatible with other land uses and enhances the appearance of the surrounding environment.

Policies:

1. Effectively utilize land use and development controls to achieve the stated goals for commercial land uses; such controls may include the following:
 - Modify the zoning ordinance to permit the compatible integration of commercial and residential land uses.
 - Require conformance with community or specific plans prior to approval of commercial land uses.
 - Require site plan review for all commercial uses.
2. Utilize the process of environmental impact evaluation, including an economic market analysis, to assure that commercial activities are compatible with adjacent land uses, and consistent with environmental and economic goals.

Goal: Support the continuing program of Central Area revitalization and enhancement of commercial functions.

Policies:

1. Reinforce the functions and economic vitality of the Central Area by its definition as a prime location for retail, professional and administrative office, entertainment, cultural, and governmental activities.
2. Encourage residential development within the Central Area to stimulate market demand for its commercial activities.
3. Enhance environmental quality within the Central Area to create a pleasant atmosphere in which to live, work, and shop.
4. Improve access to commercial activities to enhance the convenience of commercial uses within the Central Area.

INDUSTRIAL LAND USE

INTRODUCTION

Industrial employment constitutes the economic base of communities. It includes the production of goods and services which are primarily marketed elsewhere, thus bringing outside wealth into the community. The wealth flowing from external markets circulates in the local economy and increases jobs serving only local markets--the "multiplier effect."

Recruitment of industries which might provide jobs for the local labor force and balance seasonal employment fluctuations is an important function of local government. The provision of adequate industrial sites at locations which are compatible with other land uses, and assurance that industrial development is consistent with broad environmental goals, is the major objective of this section of the Land Use Element.

INDUSTRIAL LAND USE NEEDS

The required amount of land to be used for industrial purposes depends upon the anticipated level of employment within the industrial sectors of the economy. The demand for industrial acreage within the metropolitan area is approximately 86 acres per year. Within the next twenty years the rate of population and industrial employment growth is anticipated to decline; the annual industrial acreage demand is projected to be approximately 58 acres by 1993. Table II identifies projected employment within industrial sectors within the Fresno-Clovis Metropolitan Area and Table III identifies anticipated land acreage required for these industries.

General plans have historically designated areas for industrial uses much larger than may reasonably be anticipated to develop for such purposes. This has been the case within the Fresno-Clovis Metropolitan Area. The existing FCMA General and Community Plans commit approximately 16,848 acres of land for industrial uses; it is projected that by 1993 only 6,450 acres will actually be developed for industrial use. Those areas which are now zoned for industrial purposes substantially exceed projected actual need. In 1971, over 9,000 acres of industrially zoned land was located within ten industrial clusters throughout the

metropolitan area, the largest located in the southeast area. Of the 9,359 acres of industrially zoned land, 4,563 acres were either vacant parcels or agricultural land reserved for future use. Over half of this reserved land was zoned for heavy industrial purposes.

Industrial land uses should be properly located to provide adequate access to major transportation systems and to minimize potentially adverse effects on other land uses. The 1964 General Plan generally reflects such locational criteria. The predominant industrial concentrations were designated proximate to existing and proposed freeway systems and the existing rail system. Areas which would be utilized primarily for heavy industrial uses were located downwind of residential areas (southeast) along Freeway 99 and served by both the Southern Pacific and Santa Fe Railroads. Lighter industrial uses were concentrated along Freeway 99 (northward), within west Fresno along proposed Freeway 180, and near the Fresno Air Terminal, generally north of proposed Freeway 180 (east). The revised plan recommends locating dominant industrial areas in locations which are similar to the 1964 General Plan.

TABLE II

INDUSTRIAL EMPLOYMENT PROJECTIONS - FCMA (1971-2000)

	1971	1980	1990	2000
Manufacturing	12,333	15,375	18,563	21,048
Agriculture	3,500	3,300	2,900	2,500
Wholesale	6,289	6,981	7,846	8,464
Transportation, Communications and Utilities	6,424	7,039	7,638	7,938
Construction	4,992	5,427	6,016	6,336
Total	33,538	38,122	42,963	46,286

TABLE III

INDUSTRIAL ACREAGE DEMAND PROJECTIONS
FCMA (1971-2000)

	<u>1971</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Manufacturing	1,043	1,466	1,994	2,355
Agricultural				
Service/Processing	815	950	1,070	1,130
Wholesale	267	308	359	396
Transportation,				
Communications,				
and Utilities	2,373	2,495	2,614	2,674
Construction	213	256	287	300
Total	4,711	5,475	6,274	6,855

TABLE IV

INDUSTRIALLY PLANNED AND ZONED
ACREAGE BY LOCATION - FCMA

<u>Location</u>	<u>Planned for</u> <u>Industrial Use</u> <u>(1964-72)</u>	<u>Zoned for</u> <u>Industrial Use</u> <u>(1971)</u>
Southeast		
Fresno	7,719 acres	3,896 acres
Central Area	68 acres	179 acres
Fruit/Church	139 acres	257 acres
West Fresno	2,565 acres	1,106 acres
Blackstone/		
McKinley	71 acres	77 acres
Maple/Olive	273 acres	176 acres
Northeast		
(FAT area)	2,388 acres	1,486 acres
Clovis Area	506 acres	364 acres
Pinedale Area	432 acres	292 acres
Northwest Area	2,687 acres	1,206 acres
Scattered	--- acres	320 acres
	16,848 acres	9,359 acres

There is substantial interface, however, between those areas now planned for industrial uses and those areas planned for residential uses. Where such conditions exist, the potential for conflict from industrial activities is increased. Noise, glare, dust, traffic, and air contaminants related to industrial activities may have blighting influences on existing and future residential uses. Measures to ensure that industrial uses adjacent to residential areas meet criteria which would minimize such adverse impacts are necessary.

INDUSTRIAL LAND USES - GOALS AND POLICIES

Goal: To promote planned industrial development to facilitate the economic provision of local services.

Policies:

1. Provide public services and utilities for the expansion of industrial activities only in those areas which have been shown to be desirable in community plans and policies.
2. Make public facilities available to planned industrial sites in accordance with the citywide set of capital improvement priorities.
3. Designate areas appropriate for long-range industrial development as industrial growth reserves which would be retained in agricultural use during the interim period utilizing the tool of zoning.
4. The City should continue and expand its support to the coordinated development of a Land Bank and development corporation as citywide tools for the implementation of updated plans and policies.
5. Proposals regarding industrial development should be referred to an Industrial Development Committee concerned with the economic goals of the City and the maintenance of related land use policies in the General Plan.

Goal: To maximize the desirability and functional efficiency of planned industrial sites.

1. Access to the multiple modes of transportation with local, regional, and national connections should be readily available to industrial sites.
2. Existing or potential access to the full range of urban services should be available to industrial land.
3. Provision should be made to insure that the land parcel size and shape in areas of proposed industrial activity is adequate to meet modern development and operational requirements.
4. Areas possessing geographical factors such as flood vulnerability, erodable soil characteristics, and watersheds should be avoided for industrial location.
5. Industrial land uses should be clustered with reference to their common needs and compatibility in order to maximize the operational efficiency of similar activities.
6. Areas planned for heavy industrial activity should be free of nonconforming uses.
7. Expansion of the local zoning ordinance should be undertaken to permit and encourage the concept of planned industrial park development for light industry.

Goal: To promote planned industrial development so as to reduce land use conflict with neighboring activities.

Policies:

1. Industrial concentrations should be located only in areas which can effectively be served by the multiple modes of public and private transportation, without generating problems of congestion or excess traffic which have an adverse effect on neighboring land use activities.
2. Performance standards should be established to minimize any adverse impacts of industrial sites on adjoining land uses in areas of the community where industrial land is integrated into non-industrial neighborhoods.
3. Industrial land in closest proximity to residential areas should be planned for the highest performing categories of industrial activity.
4. Heavy industrial uses should be located downwind of residential areas.
5. Adverse effects of heavy industry should be minimized by locating a band of light industry on the periphery of the concentration.
6. Heavy industrial concentrations should be planned so as to make maximum use of such land use activities as freeways, commercial uses, and the various forms of open space to minimize their impact on residential areas.
7. Heavy industrial activities should be maintained in a minimum number of concentrations so as to ease the burden of controlling the environmental problems on their boundaries.
8. The application of design principles should be required in conjunction with industrial activity to reduce potential conflict with adjoining areas.

PUBLIC AND INSTITUTIONAL LAND USE

INTRODUCTION

Public and institutional facilities are of overwhelming importance to the general welfare of a community. These facilities are either owned by the various levels of government or are operated by nonprofit private institutions for the benefit of the community. Some of the services they provide are necessities of life such as water supply and police protection, whereas the others substantially enhance the quality of life such as park and recreation facilities. With continuing population growth, rising living standards, increased leisure time and educational expectation, the demand for various types of public services is expected to increase in the coming decades. Advance and systematic planning of these public and institutional facilities is essential to assuring that future demands can be met.

The Public and Institutional Land Use component of the Land Use Element deals with those public and institutional facilities which are major consumers of urban land or which may be programmed on the basis of definitive standards. These include public schools, health care facilities, government office, libraries, fire stations, and recreation facilities. Other public service systems, such as water and sewage systems, shall be included within the Public Services and Facilities Element to be completed after adoption of the General Plan.

PUBLIC AND INSTITUTIONAL LAND USE NEEDS

Public Schools

Public educational services within the Fresno-Clovis Metropolitan Area are provided by four unified school districts, one high school district, and eight elementary school districts which, combined, administer a total of 106 public schools. With continuing population growth, additional school facilities will be needed in the future. Table V sets forth the site and locational standards for different levels of school facilities.

Tables VI and VII identify the number and acreage of additional public school facilities necessary to meet the standards

in Table V consistent with the plan alternative endorsed by the Fresno City Planning Commission.

TABLE V
SITE AND LOCATION STANDARDS OF SCHOOLS
City of Fresno

School	Location	Walking Distance	Optimum Site	Optimum Enrollment
Elementary	Neighborhood center	one-half mile	10 ac.	600
Junior High	Major street	one to one and one-half mile	20 ac.	1000
Senior High	Major street	one to one and one-half mile	50 ac.	2000

TABLE VI

ADDITIONAL PRIMARY AND SECONDARY
SCHOOL REQUIREMENTS - FCMA
(1973-2000)

Year	Primary	Secondary
1973-1980	9	5
1980-1990	8	2
1990-2000	4	2
1973-2000	21	9

TABLE VII

ADDITIONAL SCHOOL LAND REQUIREMENTS - FCMA
(in acres)

Years	Acres
1973-1980	250
1980-1990	150
1990-2000	80
1973-2000	480

Health Care Facilities

An important measure of community well-being is the availability of a wide range of high quality health services. The Fresno-Clovis Metropolitan Area presently has an adequate acute hospital bed supply. Projections indicate that acute bed requirements will not exceed present capacity until approximately 1990. Moreover, facility needs in the last decade of the century are likely to be met by the establishment of three to five out-patient care centers and the expansion of existing hospitals. The need for long-term (or convalescent) health care facilities will be satisfied by existing facilities almost through 1980. A minimum of three additional long-term facilities will be required during the 1980-1990 period, and two more towards the end of the century.

Government Office Facilities

Government office facilities in the Fresno-Clovis Metropolitan Area are primarily located in the Central Area and in several other clusters generally to the south of McKinley Avenue. Future government office space needs are principally a function of projected government employment, which is expected to grow rapidly in response to increasing demand for various public services. Table VIII shows projected government office employment increases as well as their corresponding space needs to the year 2000.

Governmental office space needs by the year 2000 will exceed existing capacity by almost 50 percent. When possible, additional office space to meet these requirements should be located within Fresno's Central Area. Such an administrative center promotes efficiency and convenience, and contributes to the viability of the Central Area.

Libraries

Public libraries provide a variety of services which are essential to the enrichment of cultural and educational life. The Fresno-Clovis Metropolitan Area is presently served by a central library and eight branches. In order to achieve the greatest utilization of library services, the locations of facilities should be carefully planned with regard to service area and accessibility.

Population projections indicate the pressing need for increased library services in northern portions of the Fresno-Clovis Metropolitan Area, in response to present and anticipated growth. The proposed North Center branch, therefore, is viewed as necessary to provide library services in the areas of greatest population increase. An additional new library branch will be required in the northwestern portion of the Fresno-Clovis Metropolitan Area by 1990. Construction of other branches may be unnecessary during the 1990's if floor space is added to existing library branches.

Fire Stations

The fire protection service system within the Fresno-Clovis Metropolitan Area is characterized by a multiplicity of special agencies or districts which operate in an uncoordinated manner. One of the problems is the disparity of service levels among areas served by different agencies. In addition, the fragmented decision making process has resulted in the establishment of fire stations at improper locations which causes unnecessary overlapping of services in some areas and inadequate protection in other areas. The remedy to the above-mentioned problems depends upon

TABLE VIII
PROJECTED INCREASES IN GOVERNMENT OFFICE EMPLOYMENT AND OFFICE SPACE NEEDS, 1973-2000 - FCMA

	1973-1975		1975-1980		1980-1985		1985-1990		1990-1995		1995-2000		1973-2000	
	Empl.	Space	Empl.	Space	Empl.	Space	Empl.	Space	Empl.	Space	Empl.	Space	Empl.	Space
Fresno	26	5,850	107	24,075	97	21,825	97	21,825	111	24,975	109	24,525	547	123,075
Clovis	4	900	9	2,025	11	2,475	12	2,700	12	2,700	10	2,250	58	13,050
County	79	17,775	306	68,850	250	56,250	230	51,750	259	58,275	227	51,075	1,351	303,975
Special Districts	2	450	11	2,475	9	2,025	8	1,800	10	2,250	7	1,575	47	10,575
School Districts	29	6,525	64	14,400	54	12,150	47	10,575	55	12,375	45	10,125	294	66,150
State	41	9,225	168	37,800	170	38,250	144	32,400	161	36,225	146	32,850	830	186,750
Federal	89	20,025	364	81,900	267	60,075	225	50,525	253	56,925	196	44,100	1,394	313,650
TOTAL	270	60,750	1,029	231,525	858	193,050	763	171,675	861	193,725	740	166,500	4,521	1,017,225

consolidation of fire protection services, either through programs of urban unification or formation of a metropolitan fire protection district.

There are currently 24 fire stations serving the metropolitan area, 11 of which are located within the City of Fresno. Consolidation would require the elimination or relocation of some of these stations to best accommodate the plan proposal. Table IX identifies the number of usable and additional fire stations assuming such a consolidation.

TABLE IX
FIRE STATION NEEDS

Existing Usable Stations	19
Additional Stations	5
Total	24

Park and Recreation Facilities

Goals and policies related to recreation are included in the Environmental Resources Management Element. Because public recreation facilities constitute an important use of urban land, the standards to be used to guide their provision and projected facilities needs are included within the Public and Institutional Land Use section.

Recommended park and recreation standards are as follows in Table X.

These criteria, when applied to the population projections of study areas, determine the location, number, and size of recreation facilities. Because of the increasing costs of developing and maintaining recreation facilities, a number of the recommended future sites are combined with existing and proposed flood control basins and schools. The major advantage of this type of approach will be a reduction in public costs and avoidance of duplication of services, while still meeting the recreational needs of the metropolitan residents.

TABLE X
MINIMUM PARKS AND RECREATION STANDARDS
City of Fresno

Facility	Service Area	Population Served	Acres/ 1000 Pop.	Minimum Size
Pocket Parks*	1/6-1/8 mi. walking distance	--	--	.25 ac.
Neighborhood Recreation Center	1/2 mi. walking distance	5,000 to 8,000	1.2 to 2	10 ac.
Community Recreation Center	1 mi. walking distance	20,000 to 32,000	.3 to .5	10 ac.
Metropolitan Park and Open Space	8 to 12 mile radius	Varies	5	100+ ac.

*To be provided in the following areas at public expense:

- In existing urbanized areas where neighborhood recreation space is deficient and unobtainable.
- In high and medium high density residential areas designated by the General Plan or community plans.

TABLE XI
ALTERNATIVE PARKS AND RECREATION NEEDS

Facility	Number
Neighborhood Recreation Center	
Existing	19
New Combined Facilities	28
New Separate Facilities	10
	57
Community Recreation Center	
Existing	2
Improved Facilities	6
New Separate Facilities	1
	9
Metropolitan Park	
Existing	3
New Facility	1
	4

PUBLIC AND INSTITUTIONAL LAND USE - GOALS AND POLICIES

Public School Facilities

Goal: Locate new schools at sites that are safely and readily accessible and are in pleasant surroundings.

Policies:

1. Locate elementary schools within neighborhoods so that bus transportation is unnecessary or minimized.
2. Locate elementary schools within neighborhoods and within one-half mile walking distance of residents so that children do not have to cross major streets enroute to school.
3. Locate junior and senior high schools adjacent to major streets to permit vehicular and pedestrian access and utilization of public transportation.
4. Exercise care in the design of street systems that service junior and senior high schools to eliminate or minimize the impact of vehicular traffic on adjacent residential neighborhoods.
5. Provide off-street parking at school sites that is adequate for normal use and special events.

Goal: To realize the full potential of school facilities as community resources.

Policies:

1. Promote the full use of school facilities as neighborhood and community centers that are responsive to the needs and talents of community residents.
2. Explore possibilities for further integration of school sites with other uses such as parks, flood control drainage and recharge facilities and libraries, where such sharing is mutually beneficial.

Goal: Encourage a high degree of inter-jurisdictional cooperation and coordination to promote consistent and rational public and private decisions in the development of school facilities.

Policies:

1. Provide for close interaction in the planning process between school districts and planning agencies to insure a high degree of correlation between future school site choices and general plan policies and community needs.

2. Maintain a continuous, up-to-date flow of information between local government and school districts in the Fresno-Clovis Metropolitan Area, particularly concerning educational objectives, community plans, and large scale development proposals.
3. Support cooperative efforts among jurisdictions toward the resolution of communitywide educational problems, such as incongruous alignments of school district boundaries.

Health Care Facilities

Goal: To provide continuing, unified, and comprehensive health care services to all community residents.

Policies:

1. Support the principle of clustering certain specialized medical services to promote efficient use of resources and to attract other medical resources.
2. Provide for community and neighborhood level health centers to ensure that nonspecialized health services are convenient and available to all residents.
3. Support the continued development of long-term health care facilities at a level appropriate to community needs.
4. Encourage the location of a major medical school in Fresno, giving highest priority to site resources in and near the Central Area.

Goal: Adhere to established planning standards in the location of new community medical facilities.

Policies:

1. Ensure that medical facilities are located away from such nuisances as noise and odors.
2. Provide proper screening and buffering of medical facilities to ensure compatibility with adjacent land uses, particularly residential uses.
3. Locate large medical facilities along major public transportation routes, with provision for access by specialized forms of transportation.
4. Provide adequate site size at new medical facilities that will permit later expansion.

Government Offices

Goal: Support the principle of a centralized public administrative center to promote efficiency and convenience and contribute to the viability of the Central City.

Policies:

1. Implement the adopted Civic Center Master Development Plan which will integrate the Central Business District, Convention Center, government buildings, and cultural and other facilities.
2. Explore possibilities of joint city-county or other shared facilities where mutually beneficial.
3. Maintain an on-going monitoring or short-term and long-term space needs so that future space requirements can be anticipated and provided for in a well-planned, efficient manner.
4. Support the efforts of Fresno County to develop a coordinative approach to governmental systems and to explore the most efficient means of delivering social services.

Libraries

Goal: To maximize the accessibility of library services to all segments of the community.

Policies:

1. Create new facilities and expand existing branches in the areas which exhibit strong potentials for further population growth.
2. Provide increased bookmobile services to areas where residents have limited mobility.
3. Locate new library facilities in community activity centers in order to attain greater visibility and utilization.
4. In planning new facilities, consider the factor regarding distance between branches, as well as physical barriers which may reduce the efficiency of service delivery.
5. Provide all library facilities with convenient access to public transportation.
6. Provide adequate off-street parking space and bicycle racks at all library facilities.

Goal: To provide quality library services to all segments of the community.

Policies:

1. Library facilities should comply with building size standards which permit adequate book and reader capacities.
2. Provide adequate staff for the delivery of a full range of library services.

Fire Protection Facilities

Goal: To protect lives and property from the hazards of fire through an efficient, cost-effective, and unified fire service delivery system.

Policies:

1. Seek the unification of fire protection services within the metropolitan area through programs of annexation or the formation of a metropolitan fire district.
2. Locate fire stations in accordance with standards which relate to the intensity and inherent hazards of land uses.
3. Monitor life and property loss experience as guides to administrative and planning decisions related to the number and manual strength of fire protection units.
4. Seek to reduce the demand for public fire protection services through emphasis on fire prevention and public education, and the installation of automated fire detection and suppression devices in structures.

Parks and Recreation Facilities

(See "Recreation," in the Environmental Resources Management Element.)

TRANSPORTATION ELEMENT

BACKGROUND

Transportation planning has, historically, focused on the development of streets and highways systems which comprise the Circulation Element of the General Plan. More recently, it has begun to take a comprehensive look at the movement of people and goods by a variety of modes, and the interactions between transportation and other facets of the urban system. Movement systems, be they railroad, air, public transit, automobile, or nonmotorized movement, all service existing land uses and encourage land development as they are improved and extended. Changes within the transportation system have an impact upon a wide range of people who may have little in common beyond the fact that they share the same route to work for a mile or two. There are few areas in the structure of the city where routine decisions affect the lives of citizens so directly. Therefore, it is particularly important that incremental, system-building decisions are made against the backdrop of a sound plan.

Today, transportation issues can be viewed as existing on two levels. The primary issue in America revolves around the overwhelming use of the private automobile and whether lifestyles can or should be altered to diversify the ways in which trips are made and goods are moved. This decision may be made in part by the realities of diminishing fuel supplies and air quality. On the second level are the issues related to specific transportation modes. The emphasis of the goals and policies contained within the Transportation Element is to stress the importance of a balanced, multi-modal transportation system--rather than continuing dominance of private automobiles to transport people from one place to another.

Public Transit

The social benefits of public transportation have been generally recognized, although the costs of providing such a service have not often been eagerly accepted by urban governments. The environmental benefits have recently given new impetus to the development of an expanded public transit system in Fresno. State and federal funding will assist Fresno Transit to improve both its services and its physical plant. While

such system improvements will encourage the use of the bus, the major problem continues to be the altering of lifestyles which favor low density development and the convenience of a private vehicle.

The expressed desires of citizens involved in the General Plan program was to emphasize the use of public transit as a meaningful alternative to continued reliance upon private automobiles.

Non-Motorized Movement

The use of bicycles, both for recreation and as an alternate form of transportation, has increased greatly during the past few years. Concern for the quality of the environment leads people to advocate the bicycle as an alternative to the car. Increased use of the bicycle can reduce street congestion and the consumption of fuel resources. Those policy issues which need to be addressed in Fresno relate both to the safe use of the bicycle on urban streets and the need for a comprehensive bikeway system.

The most basic form of non-motorized movement is walking. The basic form of Fresno, which emphasizes single-family, low density development, lends itself more to the automobile than to the development of a stimulating walking environment. Beyond the provision of sidewalks, there has been little direct attention paid to the pedestrian. However, there has been a substantial recognition of the needs of the pedestrian shopper in the development of the Fresno Mall. The provision of specialized pedestrian access is particularly necessary for persons with physical handicaps who need ramps.

Again, the expressed desires of citizens involved in the General Plan program was the emphasis of providing meaningful alternatives to continued reliance upon private automobiles. Expanded use of non-motorized modes of movement are consistent with these desires.

Streets and Highways

In the past, streets and highways plans have identified necessary freeways, arterials,

and collector streets to meet projected transportation demands predicated on projected land use. Modern planning techniques to forecast needs are highly sophisticated, and this no longer poses a major problem. Current issues relate to the need to balance the effect of needed streets and highways on the human and physical environment--minimizing the conflict between movement systems and the surrounding environment. Street systems impact heavily upon form because they are extensive and are spread so consistently throughout the city. A grid system of arterial and collector streets form the basic streets and highways system within the metropolitan area. These major streets have become increasingly more congested during peak traffic hours as the community has grown. The proposed intra-urban freeway system has been viewed as the major necessary element to reduce congestion and enhance traffic safety. The phasing and design of major streets and the proposed freeway system in a manner which is consistent with an orderly pattern of growth constitutes a major planning issue.

The impact of major streets and highway systems on the pattern and quality of adjacent land uses is also an area of major concern. The effects of noise, vibration, air quality, and the need to buffer adjacent land uses from such adverse environmental impacts must be considered in studying both the street and its surrounding environment.

In addition, the expanded use of the basic streets and highways system to accommodate public transit and bicycle movement is an important consideration, consistent with the desires of local citizens.

Parking

Related to the use of the street system for vehicular trips is the need for parking facilities at the origin and destination of those trips. Off-street parking facilities are provided for the convenience of the driver and so that the street is left free for its primary function, that of movement. Another approach would reduce the availability of parking space in an attempt to make automobile travel less attractive.

Rail

The history of Fresno is tied to the entry of the railroad into the San Joaquin Valley. Today, Fresno is once again served by both passenger and rail service; establishment of Amtrak service on the Santa Fe filled the passenger service vacuum which existed for three years. Southern Pacific offers only freight service. A continuing problem confronting the community is the location of the Santa Fe tracks, which slices through a major portion of the urban area. Relocation continues to be advocated as a way of

eliminating conflicts with adjacent land uses and reducing problems of traffic congestion.

Air

Air travel has grown in the past two decades. It is the quickest and safest means of moving perishable and lightweight goods. Effective planning and management of airport facilities must seek to accommodate future aircraft operations and minimize the adverse effects of such operations on people residing within the airport environs. Programs and controls toward reducing the effects of aircraft noise, enhancing public safety, and seeking the beneficial use of permanent open space lands required in areas adjacent to the airports are necessary to ensure compatible relationships between airports and surrounding land uses.

TRANSPORTATION ELEMENT - GOALS AND POLICIES

Public Transit

Goal: To provide a high and equitable level of transit services throughout the Fresno-Clovis Metropolitan Area as the crucial element in developing a balanced transportation system.

Policies:

1. Provide a high level of transit service to employment centers and to assure effective accessibility throughout the metropolitan area for those persons dependent upon public transportation to work.
2. Provide a high level of transit service to public facilities, cultural and recreational centers, schools, health facilities, shopping areas, and other necessary public services.
3. Continue to improve the scope and frequency of transit service throughout the Fresno-Clovis Metropolitan Area.
4. Reinforce the use of the transit system through land use policies which cluster those uses known to generate a high volume of traffic.

Goal: To maximize the environmental benefits to be derived from the provision of efficient and comprehensive transit services.

Policies:

1. Utilize available air pollution control measures to minimize the adverse environmental impact of the transit system.
2. Reduce traffic congestion through the provision of efficient public transit.

Goal: To provide effective and efficient administration of the transit service.

Policies:

1. Improve and expand service to the urbanized area and seek effective methods of equitably financing these services with Fresno County.
2. Develop management information and planning capabilities for the transit system in order to increase the effective delivery of public transportation.
3. Explore the use of innovative transit projects in order to determine those forms of public transit which can best meet the needs of the metropolitan area.
4. Seek methods of meeting the needs for inter-urban trips by an expanded transit system throughout the county.

Non-motorized Movement

Bicycle Movement

Goal: To incorporate bicycling and bikeway development as an integral, active function of a multi-modal transportation plan.

Policies:

1. Recognize the bicycle as a real alternative to the automobile as a form of transportation, as well as a form of recreation.
2. Amend the standard street cross-section width requirements to allow for the inclusion of bicycle routes.
3. Follow state provisions for signing, striping, and paving of bicycle paths as they are developed.
4. Participate in cooperative implementation of bicycle routes and paths as the areawide bikeways system plan is developed and adopted.
5. Consider the potential for future bicycle usage on all improvements of the major street system and retain options for future bikeways where appropriate.

Goal: To support the safe use of the bicycle as a means of transportation.

Policies:

1. Encourage the expansion of public safety education programs for automobile drivers and cyclists.

2. Support adoption of a statewide system of licensing and registration of bicycles, and cyclists.
3. Increase enforcement of traffic regulations for bicycle usage.

Pedestrian Movement

Goal: To provide safe and pleasant area for the use of the pedestrian.

Policies:

1. Proceed with the development of pedestrian areas in the Central Area as money becomes available.
2. Consider the potential for pedestrian use when separated paths are developed for bicycles.
3. Encourage the installation of ramps in new public facilities so that disabled persons may participate more fully in routine activities.

Streets and Highways

Goal: Provide a streets and highways system which is safe for both vehicle users and pedestrians and which promotes efficient movement and a balanced transportation system throughout the Fresno-Clovis Metropolitan Area.

Policies:

1. Give priority to street and highway improvements which are necessary to achieve the following:
 - added safety
 - facilitation of a multi-modal transportation system
 - lower maintenance costs.
 - increased efficiency
2. Encourage the development of future freeways within the Fresno-Clovis Metropolitan Area as multi-modal transportation corridors.
3. Control access and signalization to provide for efficient movement of traffic.
4. Provide areas for pedestrian and other non-motorized travel which enhance the safety and efficiency of the street system.

Goal: Establish a streets and highways system which is consistent with orderly growth, minimizes conflicts with adjacent land uses, and preserves the integrity of existing neighborhoods.

Policies:

1. Support the development of a freeway system as the need is determined by the transportation model of the California Department of Transportation and the FCMA Transportation Study.
2. Minimize conflicts between traffic on major streets and adjacent land uses through use of traffic design measures which reduce congestion and through buffering with planted strips and frontage roads.
3. Support the development of curvilinear patterns for interior streets within new subdivisions and other measures which will protect neighborhoods from the intrusion of through-traffic in developed areas.

Goal: To seek economy of public investment through efficient management and administration of the streets and highways service delivery system.

Policies:

1. Seek practical sources of funding for the streets and highways system.
2. Work cooperatively with governmental agencies, private developers and property owners to provide an equitable and efficient system of financing street development and improvement.
3. Proceed with street development and improvement projects following a priority ranking system which recognizes the desirability of serving the whole community in an equitable manner and of facilitating a multi-modal system.
4. Plan street and land uses in a manner which retains options for necessary future expansion and protects adjacent properties from unnecessary disruption.

Vehicular Parking

Goal: To provide adequate parking facilities consistent with state and national air quality policies which enhance the urban environment and meet the changing needs of various land uses and a multi-modal transportation system.

Policies:

1. Adopt land development controls to assure high standards of aesthetic quality in the development of off-street parking facilities.
2. Seek means of stimulating activity and development within the Central Business District through policy related to the provision and management of parking facilities.

3. Seek means of minimizing dependence on on-street parking to accommodate the use of street right-of-way for modes of movement.
4. Seek amendments to the zoning ordinance to minimize existing and anticipated problems related to parking.
5. Provide off-street parking facilities for bicycles in areas of high demand in conjunction with automobile parking in order to encourage increased bicycle usage and decrease the incidence of theft.

Rail

Goal: To promote a rail system which provides for the efficient flow of people and goods in both intra-regional and inter-regional movement.

Policies:

1. Give encouragement to feasible expansion of rail transportation facilities and service.
2. Act as a positive force in relocation and/or consolidation efforts.
3. Reinforce the provision of high-quality passenger service for the San Joaquin Valley.
4. Minimize adverse environmental impacts of the rail system and promote positive public uses of land adjacent to railroad rights-of-way.

Airports and Aircraft Movement

Goal: To develop and operate Fresno's airport facilities to meet present and anticipated demands in a manner which enhances safety to the public and minimizes the adverse effects of aircraft operations on people while promoting the economic health of the community.

Policies:

1. Improve Fresno Chandler Downtown Airport and Fresno Air Terminal to meet anticipated demands in accordance with the Airports Master Plan.
2. Continue programs of preserving clear zones in the take-off and approach cones of Fresno Air Terminal to permit the long-term safe and efficient operation of the facility.
3. Control land use within the vicinity of Fresno Chandler Municipal Airport and Fresno Air Terminal to assure safe operation of the facilities and to minimize the adverse effects of noise on people.

4. Seek beneficial uses of open space lands on and near airport facilities to maximize public investment and to enhance the environment.

APPENDIX

Adoption of the General Plan, including the plan map and goals and policies, is a major first step toward amending the community's total planning process. Additional study and plan development will be necessary to add clarity to the decision-making process. As a result, it is necessary to interpret the application of the General Plan until such time that more specific planning policy development is completed.

A. Status of Existing Plan Policy

1. Circulation Element

The existing Fresno-Clovis Metropolitan Area Circulation Element shall remain in full force and effect until such time that it is formally amended. A revised Fresno-Clovis Metropolitan Area Transportation and Circulation Element is anticipated to be prepared for adoption by October 1974.

2. Community Plans

Existing Community Plans adopted by the City of Fresno shall remain in full force and effect until such time that planning policy at the community scale is formally amended. These community plans include the following:

- Bullard
- CBD (Fresno Central Area)
- College
- Roeding
- Southwest Fresno

It is anticipated that revised Community Plan proposals for areas within Fresno's sphere of influence will be prepared for adoption within six months after adoption of the General Plan Report; exceptions might be those areas proximate to Fresno Air Terminal which may be deferred until such time that major work items toward a specific plan for the airport environs is completed within one year.

In the event that specific land use proposals arise that conflict with adopted Community Plans and the General Plan Report, or specific problems arise with respect to such proposals, such conflicts should be resolved by the formulation and adoption of specific plans.

3. Specific Plans and Neighborhood Studies

Existing specific plans or neighborhood studies which have been adopted by the Fresno City Council shall remain in full force and effect until such time that they are formally amended. In addition, such studies which have not been formally adopted but which may constitute established guidelines to planning and zoning decisions shall continue to be utilized as a more definitive basis of administering the City's planning policies.

B. Interpreting the General Plan Map

1. Reference to the Regional Land Use Plan

Those areas beyond Fresno's sphere of influence but within the Fresno-Clovis Metropolitan study area are deemed as appropriate for determination of land use policy within the context of the Regional Land Use Plan and subject to controls by the County of Fresno. It is anticipated that the Regional Land Use Plan will be adopted by the Fresno County Board of Supervisors by August 1974. Until such time, the County should base decisions on specific land use proposals within the General Plan - Fresno-Clovis Metropolitan Area (1964) and related study of specific proposals.

2. Multiple Use Open Space

Those areas within the San Joaquin River valley, defined from the top of the bluff line to the County line from Freeway 99 to Lost Lake Park, are defined as appropriate for multiple use open space. Permitted uses within this area should include the following:

- Agriculture
- Limited recreation
- Sand and gravel extraction
- Wildlife preserves
- Flood plains

The proposed Fig Garden Reservoir is identified by the General Plan map. The area which would be inundated by the Fig Garden Reservoir is appropriate for multiple use open space during the interim period.

3. Zoning Compatibility

The land use and density designations illustrated on the General Plan map may be difficult for decision makers to interpret and, therefore, understand. The day-to-day decisions which implement the plan most often relate to issues of zoning. The Land Use Category/Zoning District - Compatibility Matrix is provided

to enable better understanding of the General Plan map and as a guide to decisions until such time that community and specific plans are adopted which may serve as a definitive basis for zoning decisions. The matrix illustrates compatible zone districts either within, or proximate to, land use categories as illustrated by the General Plan map.

The Land Use Category/Zoning District - Compatibility Matrix is only a guide. It is not intended as the rule to govern zoning decisions. In each case, judgment must be exercised in its application with respect to the unique characteristics of individual zoning proposals.

LEGEND - Compatibility Matrix

- Zones that are highly compatible with the intent of the land use category.
 - Zones that are generally compatible with the intent of the land use category. In each circumstance, the zone suitability must be analyzed with respect to the impact of permitted uses upon the character of existing development commitments and/or conformance to more specific plans or established policy within the proximate area.
 - ★ Zones that could be found to be compatible under unusual or abnormal circumstances but are generally not compatible.
- (blank areas) Zones that are not compatible with the intent of the land use category.

MARCH 20, 1976

TO: Fresno City Planning Commission

THROUGH: George A. Kerber, *for* Director of Planning
and Inspection

FROM: Staff, Planning Division, Department of
Planning and Inspection *W. H. Jones*

SUBJECT: Administrative Guidelines Regarding the
Relationship of Zoning and Residential
Densities

During the recently completed general planning program, a standardized set of residential densities were developed for use in the City's planning program. The densities and their equivalent dwelling units and population per gross acre are presented below along with their most characteristic zoning category.

Density Designation	Range of Dwelling Units Per Gross Acre	Population Per Dwelling Units	Population Per Acre	Most Characteristic Zoning
High	11 and over	1.6	35 or more	R-3 R-4
Medium-High	6-11	2.2	13-24	R-2-A R-2
Medium	3.5-6	3	11-18	R-1 R-1/UPD
Medium-Low	2-3.5	3	6-11	R-1-B R-1-C
Low	.7-2.0	3	2-6	R-A R-1-A
Rural	Under .7	3	2 or less	AE-5

However, the process of implementing a land use plan requires more flexibility and a greater understanding of the various zoning categories and the circumstances where they may be appropriate for application. In order to clarify the relationship of zoning and residential densities and to provide a set of administrative guidelines, the following table is submitted for the Commission's use. This staff recommendation is offered as a refinement to the matrix presented in the appendix of the General Plan and is intended to supercede that document effective this date.

LAND USE CATEGORY/ZONING DISTRICT - CONSISTENCY MATRIX

	AE-5	A-2	R-A	R-1-A	R-1-AH	R-1-B	R-1-C	R-1	R-1/UPD	R-2-A	R-2	R-3-A	R-3	R-4	T-P
Rural Density	●	●	*												
Low Density			●	●	*	■	*	**	**						
Medium-Low Density						●	●	■	*	**					*
Medium Density							■	●	●	■	*	*			■
Medium-High Density									■	●	●	■	■		●
High Density									*	*	■	●	●	●	

LEGEND:

- Zoning districts that are highly consistent with the planned density.
- Zoning districts that are generally consistent with the planned density. In each circumstance, the zone suitability must be analyzed with respect to the impact of permitted uses upon the character of existing development commitments and/or conformance to more specific plans or established policy within the proximate area.
- * Zoning districts that may be found consistent with the planned density under unusual or abnormal circumstances, but are generally not appropriate unless exceptional efforts are directed toward ensuring a compatible relationship with the surrounding areas.
- ** Zoning districts that are inconsistent with the planned densities of an area to a degree that their approval should be based on findings of overriding social and economic needs in the community in addition to exceptional design treatment to ensure a compatible relationship with the surrounding areas.
- Zones that are not consistent with the intent of the land use category.

The R-P zoning category has a population density requirement which is relatively equal to R-2 zoning. However, the development standards in the C-P zoning category are subject only to the conditional use permit process. Due to the fact that the typical application of these zones is for commercial development they have not been included in the residential consistency matrix. Consideration of these zoning categories for use in a predominately residential area would be inappropriate since the allowable population densities are available in other residential zones and commercial development would usually be incompatible.

During the process of considering a development proposal, it is often useful to be able to calculate the dwelling unit yield on a particular parcel of land. In order to determine a property's development potential, it is necessary to estimate the number of units per net acre¹ that are permissible in each zoning classification. Submitted below is a list of zoning categories and their maximum allowable units per net acre.

Zone	Maximum Dwelling Units Per Net Acre ²	Average Dwelling Units Per Net Acre ³
R-A	1.21	.80
R-1-A	2.18	2.00
R-1-B	3.48	3.00
R-1-C	4.84	3.60
R-1	7.26	4.48
R-P	17.42	17.00
R-2-A	18.13	16.00
R-2	18.13	18.00
T-P	18.15	18.00
R-3-A	29.04	19.00
R-3	29.04	23.00
R-4	43.56	35.00

¹An individual parcel of land which will be subdivided exclusively for residential purposes with no on-site public or private facilities other than local streets.

²The theoretical dwelling unit yield per net acre based on the zoning ordinance requirements of minimum square feet per unit.

³The typical dwelling unit yield per net acre based on a combination of zoning ordinance requirements and the experience of actual practice.

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